

STATE OF MARYLAND

R E P O R T

IN RE

THE ORGANIZATION AND ADMINISTRATION  
OF THE STATE GOVERNMENT

---

2nd VOLUME OF PART IV  
DESCRIPTIVE AND CRITICAL DISCUSSION  
OF EXISTING ADMINISTRATIVE AGENCIES

April 15, 1921

GRIFFENHAGEN & ASSOCIATES, Ltd.

# TABLE OF CONTENTS

(2nd Volume)

## PART IV - DESCRIPTIVE AND CRITICAL DISCUSSION OF EXISTING ADMINISTRATIVE AGENCIES

	<u>Page</u>
<b>Agencies Concerned with Public Works</b>	
Roads Commission, State.....	232
Superintendent of Public Buildings and Grounds.....	239
Armory Commission.....	233
Washington Cemetery, Trustees of.....	235
<b>Agencies Concerned with Commerce</b>	
Bank Commissioner.....	237
Insurance Commissioner.....	240
Motor Vehicles, Commissioner of.....	243
Conservation Commission of Maryland.....	254
Land Office.....	259
Public Service Commission.....	263
Tobacco Inspector.....	269
Athletic Commission, State.....	277
Racing Commission, Maryland.....	279
(Motion Picture) Censors, State Board of.....	283
<b>Agencies Concerned with Labor</b>	
Industrial Accident Commission.....	287
Labor and Statistics, State Board of.....	295
Board of Boiler Rules.....	302
<b>Agencies Concerned with Employment and Vocational Registration</b>	
State Employment Commission.....	305
Barber Examiners, State Board of.....	310
Chiropody, State Board of Examiners of.....	312
Chiropractic Examiners, State Board of.....	313
Dental Examiners, State Board of.....	315
Engineers, State Board of Examining.....	317
Examiners and Supervisors, Board of (Electrical).....	319
Homoeopathic Examiners, State Board of.....	322
Horseshoers, Board of Examiners of.....	323
Medical Examiners, State Board of.....	325
Moving Picture Machine Operators, Board of Examiners of.....	327
Murses, State Board of Examiners of.....	329

# TABLE OF CONTENTS, CONTINUED

(2nd Volume)

	<u>Page</u>
Optometry, State Board of Examiners of.....	331
Osteopathic Examiners, Board of.....	333
Pharmacy, Maryland Board of.....	336
Plumbing, State Board of Commissioners of Practical.....	337
Public Accountants, Board of Examiners of.....	339
Undertakers of Maryland, State Board of.....	341
Veterinary Medical Board, State.....	343

## Agencies Concerned with Independent Audit and Control

State Comptroller's Office.....	345
State Auditor's Office.....	350

## Miscellaneous Agencies

Geological and Economic Survey.....	355
Liquor License Commissioners.....	358
Inspectors of Hay and Straw.....	360
Weighter of Tomatoes.....	362
Measurer of Woodcarts.....	364
War Records Commission.....	366

**NOTE:** Other state agencies will be  
found in 1st Volume of Part IV.

AGENCIES CONCERNED WITH PUBLIC WORKS

State Roads Commission  
 Superintendent of Public Buildings and Grounds  
 State Armory Commission  
 Trustees of Washington Cemetery

STATE ROADS COMMISSION

Location: Baltimore  
 Average Staff: 900  
 Approximate Annual Expenditures: \$1,900,000  
 Annual Salary Expenditures: \$650,000

History and General Functions:

The State Roads Commission was created by the statutes of 1908, supplemented by acts of 1914 and 1918. It is charged with the selection, construction, improvement, and maintenance of a general system of state roads and highways, and is given wide powers in adopting methods of road construction, condemning and acquiring private property for road purposes, entering into contracts for road construction, purchasing materials, machinery and equipment, naming roads, issuing permits for placing obstructions in, or digging up, the roads, and cooperating with county highway authorities with the object of providing a unified system of improved roads throughout the state.

Organization:

A Commission of six members, including the Governor, ex-officio, was provided by the early laws to carry on road work started by the Geological and Economic Survey. The personnel of this Commission was changed by the acts of 1918 to consist of three members appointed by



the Governor, the Chairman to receive \$2,500 per year and each associate member \$2,000 per year.

The number of employes varies from time to time, averaging approximately 900, divided into six functional groups, viz., the construction and maintenance division, the survey division, the bridge division, the testing division, the clerical and purchasing division, and the auditor's office.

#### Expenditures:

The last Legislature appropriated \$1,859,900 for salaries and expenses in 1921 and \$2,049,900 for these items in 1922. Of these amounts, \$1,300,000 is provided in 1921 and \$1,400,000 in 1922 for the maintenance of state roads, this amount to be paid from the receipts of the Motor Vehicle Commissioner's office. These amounts have been increasing gradually from year to year as the roads system has been extended and its advantages more thoroughly recognized by the people of the state.

About fifty persons with a total annual salary of approximately \$95,000 are provided for specifically in the budget. In addition to this, a number of maintenance inspectors, superintendents, foremen, and laborers are paid for from the appropriation for maintenance, and salaries of construction inspectors are paid for out of the proceeds of loan funds. On October 1, 1920, there were 933 people on the payroll, the total of whose annual salaries approximated \$650,000. As there was a great deal of both construction and maintenance work going on at that time these figures represent a probable maximum.

The budget also provides for \$300,000 in 1921 and \$400,000 in 1922 for reconstruction of state roads which have become worn out or

obsolete, also \$100,000 in each of the two years as the state's share towards building lateral roads.

Comments and Suggestions:

Organization Questions: The organization is functioning smoothly and effectively, its policies being dictated principally by the Chairman who is also the Chief Engineer. Regular meetings are held once a week at which definite policies are decided. However, in the nature of the work involved, the existence of a commission does not add materially to administrative efficiency. The Chairman and Chief Engineer are called upon, in most cases, to make decisions in executive matters without being able to refer to the Commission as a whole. Since this condition exists, and properly so, it would appear that the Commission could be abolished as an executive agency and its administrative functions centered entirely in the Chief Engineer. An advisory unpaid commission or council would be of some value, however, in determining state highway policies.

The internal organization of the Commission is apparently well planned, but some improvements can be made. It is believed that considerable gain in effectiveness would result by centering all clerical work of the main office under one man instead of having it divided as at present, between the Office Manager and the Auditor. This will be particularly true if the purchasing function, at present exercised by the Commission, is taken over by the Central Purchasing Bureau. The position of Secretary to the Commission appears scarcely necessary in the administration of its work. Such executive functions as are now entrusted to the Secretary should be given to the Office Manager, while

a clerk or stenographer can easily take and prepare the minutes of the board meetings.

The construction and maintenance division is charged with the supervision and inspection of the work of contractors engaged in constructing new roads to insure compliance with contracts, with the maintenance and repair of existing state roads, and with the duty of cooperating with counties in oiling and maintaining dirt roads. This division is divided into seven districts, each in charge of a District Engineer, with head offices at Salisbury, Chestertown, Bladenburg, Cumberland, Frederick and Baltimore City (two offices located in Baltimore). The volume of the work and the personnel in each district varies from time but on the average it is about the same for all. In addition to the seven District Engineers there are approximately 800 inspectors, road patrolmen, foremen, superintendents, mechanics, chauffeurs and other semi-skilled and unskilled laborers in the seven districts, the total monthly payroll for the division being \$46,630 on October first.

The surveys division has charge of the preparation of plans and specifications and the making of surveys for state roads. The Engineer of Surveys is located in Baltimore City, having a drafting staff of 15 located at headquarters and a plant inspector and three survey parties which are sent through the state. The total payroll for this division approximates \$37,000 annually.

The auditor's office is charged with the receiving of, and accounting for, the income of the Commission, the auditing of construction and maintenance accounts, and the approving of, and accounting for, outgoing vouchers. The personnel consists of one auditor and two bookkeepers located in Baltimore City. The annual payroll of the office

approximates \$8,000.

The bridge division, consisting of one bridge engineer and a draftsman, has a monthly payroll of \$325. and prepares designs and estimates for, and inspects and constructs highway bridges built under the direction of the Commission.

The testing division, consisting of a chemist and a laboratory assistant, has a monthly payroll of \$250. and is charged with the testing of and reporting on all materials used in state road work.

The clerical and purchasing division handles the clerical details of the Commission's office, the making up of payrolls, the purchasing of equipment and supplies, and the paying of employees. The office manager in charge of the division directs 16 clerks and assistants all located at Baltimore City. The total payroll of the division approximates \$23,000. As noted above, this division could properly absorb the auditor's office.

Finance and Accounting: The law provides that existing state roads shall be maintained by funds collected by the Motor Vehicle Commissioner. New roads are constructed with the proceeds of bond issues (specifically authorized by the Legislature and sold under the direction of the Board of Public Works) and with funds received from the Federal Government. For every dollar expended by the state for new construction an additional dollar is provided by either the Federal Government or the individual counties.

The State Comptroller deposits to the account of the State Roads Commission the proceeds of all bond sales as soon as they are received. The State Treasurer deposits quarterly in bank to the

account of the State Roads Commission all monies, less legitimate expenses, received by the Motor Vehicle Commissioner for the previous three months. Under this arrangement the Commission has, at times, as much as \$3,500,000 to its credit. This money is payable on the check of the chairman of the Commission. A fund of \$50,000 is provided however, for the account of the paymaster who is authorized to check against this account for any bills up to \$200. The paymaster and his assistant are each bonded for \$10,000.

Although a detailed set of books was set up several years ago, it was either inefficient or was not properly used and it did not throw light upon all the pertinent transactions. The Commission does not make a report to the Comptroller but makes a biennial report of its activities and financial transactions to the Governor. A comprehensive and badly needed system of accounting and cost accounting is now being installed which ought to reflect the true condition of the Commission's funds at all times. The books of the Commission are not tied in in any way with either the Comptroller's or Treasurer's books. The installation of the new accounting system should be expedited as much as possible, and the system should by all means be tied in with the Comptroller's books.

At the present time the appropriations as made to the State Roads Commission in the budget do not properly picture the purposes for which the money is to be expended. Little more than one-eighth of the total expenditures for salaries and wages are shown in the budget as expended for that purpose, most of the personal service expenditures being made out of the appropriation of \$1,300,000 for the maintenance

of state roads. In order that the Legislature and the public may be fully advised as to exactly what the appropriations of the Commission are being expended for, all positions should be itemized in the next budget.

From the point of view of executive control, the Commission is not as closely allied to the Governor and the State Comptroller as it should be. The large appropriations made to the Commission have caused those in charge of the management of its affairs to assume a somewhat independent and self-sufficient attitude, which has been quite natural under the circumstances. A closer relationship between the Commission and the Governor, upon whom the final responsibility for the effective expenditure of appropriations rests, is highly desirable.

#### Allocation under Proposed Consolidation Plan:

It is proposed that the State Roads Commission be placed within the Department of Public Works. It should become a Bureau of Roads or a Bureau of Highways, whichever title is preferred, the Commission itself being abolished and its administration entrusted to the Chief Engineer or Commissioner of the Bureau.

The construction and maintenance of public buildings are also suggested as proper activities for the Department of Public Works. While an independent Director of Public Works should ultimately be provided to head the proposed Department, some economy could be had for the time being by providing that the Director of the Department of Public Works also serve as Commissioner of Roads.

---

## SUPERINTENDENT OF PUBLIC BUILDINGS & GROUNDS

Location: Annapolis  
Average Staff: 30  
Approximate Annual Expenditures: \$24,000  
Annual Salary Expenditures: \$23,260

### History and General Functions:

The office of the Superintendent of Public Buildings and Grounds was provided for by the Acts of 1862. These acts, supplemented by those of 1888, 1904, and 1906 provided for other employees of the office and charged the office with responsibility for the care, upkeep, maintenance, repair, and fire protection of all public buildings and grounds, furniture, and equipment of the State at Annapolis. The Superintendent was further charged with the duty of preparing rules and regulations for the security of the public buildings and grounds, maintaining an inventory of property, supervising all employees of the office, and enforcing order.

The buildings at present under the jurisdiction of the Superintendent are the Capitol, Court of Appeals building, the Executive Mansion, power plant, and auxiliary buildings and grounds. All clerical and financial records in connection with the office are kept in the Governor's office, leaving the Superintendent's office free for maintenance work. No inventory of property is kept nor are rules for the safety of property promulgated by the Superintendent.

### Organization:

The budget provides for thirty employees including the Superintendent. The force includes an assistant at the executive mansion,

chief engineer, a carpenter, six watchmen, two firemen, two coal passers, four janitors and twelve charwomen.

#### Expenditures:

The appropriation made to the office of the Superintendent provides only for salaries, the cost of repairs being borne by an appropriation of \$4,000, termed a general repair fund, made to the Governor. The sum of \$3,000 was also appropriated by the last Legislature for extra cleaning of the State House during the time that the General Assembly is in session. The budget appropriations for repairs and extra cleaning should properly be made in connection with the appropriations for the office of Superintendent of Public Buildings and Grounds.

#### Comments and Suggestions:

Staff Unnecessarily Large: While the buildings in the Superintendent's charge are maintained in a neat and cleanly condition, it is believed the maintenance work could be performed at considerably less expense. Charwomen paid at various rates ranging from \$416. to \$600. per year devote at the present time less than fifteen hours per week to their work, this making the minimum wage paid to this class of employees more than \$.60 an hour. In addition to the charwomen, janitors, and watchmen, employed under the Superintendent, other offices located in Annapolis in most instances retain their own charwoman or janitor.

Three day watchmen, three night watchmen, and four janitors are employed at a cost of \$8,880. The janitors undertake the heavier cleaning work which cannot be performed by the charwomen and the watchmen guard the buildings and look out for fires. The watchman acts as



guide through the State House and into the dome, such trips however being very infrequent. One of the day watchmen now operates the elevator in the Capitol Building which is rarely used except during sessions of the General Assembly. There appears no good reason why the watch and janitor force of ten men cannot be reduced to five, during the recess of the General Assembly. Under such an arrangement one watchman in the Capitol during the day would be responsible for making the rounds of the building and conducting occasional visitors, and the other watchmen in the Court of Appeals building could easily undertake the small amount of heavy cleaning work to be done in addition to his other duties. One watchman would appear to be adequate at night. With the elimination of three of the watchmen, there would still remain two janitors who could well handle the other janitorial work, assisted by the charwomen.

Closer Supervision Desirable: The supervision exercised at present by the Superintendent over his force is not as thorough-going as it should be. He should feel a larger measure of responsibility for obtaining the greatest amount of work possible from the employees under him and should maintain closer watch over the physical equipment of the buildings. He should also personally assist in the cleaning and the maintenance work when necessary. In this connection it is recommended that a system of watchmen's clocks be installed in order that these employees will be compelled to make regular rounds and punch the clock at stated intervals.

Consumption of Coal: Attention should also be given to the possibility of saving coal in connection with the heating of the Capitol, the Court of Appeals Building and the armory, when the legis-

lature is not in session. At the present time 1200 tons of coal are used every year. No matter whether all rooms are in use or not, there appears to be a well established practice that the Capitol Building and the Court of Appeals Building be heated throughout. Certain parts of the buildings might be entirely closed during the recess of the legislature, and in any event the steam could be turned off in the rooms which are not in use. Practically no heat is required in the armory except occasionally when it is in use. The Superintendent should be asked to submit a plan by which coal may be saved.

Allocation under Proposed Consolidation Plan:

The office of Superintendent of Public Buildings and Grounds should be a Bureau in the proposed Department of Public Works. The chief of that Bureau should ultimately be a State Architect, who will be responsible not only for the preparation of plans for the erection and extension of state buildings, but in a general way responsible for all building maintenance work of the state. All employees engaged in cleaning and maintenance in Annapolis should be placed under the Superintendent, including janitors employed by various departments and the janitor of the armory.

---

## STATE ARMORY COMMISSION

Functions:

The Commission was created at the last session of the Legislature to have charge of the management, care, and maintenance of all buildings occupied, leased, or rented for the use of the state military forces. It has the right to make and enforce rules and regulations in this connection.

Organization:

The Governor, the Adjutant-General, and the State Comptroller compose the State Armory Commission. It has no employees, the caretakers and janitors in charge of the armories reporting to the Adjutant-General's Office.

Expenditures:

No appropriations have been made to the Armory Commission, the Legislature having appropriated \$25,000 for the maintenance of the state armories to the Adjutant-General for 1921.

Comments and Suggestions:

Largely because of the nature of its organization, the Armory Commission serves mainly as a Court of Appeals on questions affecting the use and maintenance of armories. The Adjutant-General's office is in charge of all administrative details. It is not clear just why the Legislature should have deemed it necessary to create an Armory Commission to have charge of functions which could be more effectively performed by the Adjutant-General in conference with the Governor.

Allocation under Proposed Consolidation Plan:

There appears to be no good reason for the retention of the State Armory Commission. The responsibility for the care and maintenance of the state armories should be left to the Department of Militia, if not turned over to the proposed Department of Public Works which would be in general charge of the maintenance of all public buildings of the state. The latter Department should without any doubt be charged with the construction of new armory buildings and with the rehabilitation of old ones.

Supervision of the maintenance and repair of armories and rifle ranges would be much more effectual if it were delegated to the Department of Public Works, one of the bureaus of which would be concerned solely with such matters in connection with other state buildings. Objection to such a proposal will undoubtedly come from the military authorities who will feel that their jurisdiction is being curtailed. Nevertheless, a close and practical working arrangement can be worked out between the proposed Department of Militia and the Department of Public Works so that the latter would be responsible for the prompt execution of requests for repairs or improvements to physical property, actual control over the use of the buildings being left entirely in the hands of the Adjutant-General. Matters relating to the financing of new armory projects would be submitted under the proposed consolidation plan to the Treasury Council, which it is suggested shall take over the financial functions of the present Board of Public Works.

---

## TRUSTEES OF WASHINGTON CEMETERY

History and General Functions:

An act of the General Assembly of 1870 provided for the purchase of ground, not to exceed ten acres, to be located within one mile of Hagerstown to be used as a burial ground for the remains of Confederate and other dead who fell in the battles of South Mountain, Crumpton's Gap, and Antietam, and Monocacy, in Maryland and of Gettysburg in Pennsylvania. Three trustees were to be appointed by the Governor of Maryland and one trustee from each of the other states who might care to join in the undertaking was to be appointed by the Governors of the respective states. The care and management of the grounds was entrusted to the trustees and they were required by law to make an annual report, including a financial statement, to the Governor.

The right was given the trustees appointed under the act to agree with any cemetery association then established within one mile of Hagerstown to purchase a portion of their grounds, for the purpose of carrying out the act. It is understood that this arrangement was subsequently made with the Rosehill Cemetery Company and \$5,000 was appropriated to the trustees.

Organization:

The three Maryland trustees have been appointed by the Governor for three year terms. There are no records to indicate that other States have appointed trustees for many years past. In fact the Maryland trustees have been practically inactive for several years, there being little or nothing left for them to do.

Expenditures:

Aside from the original investment made by the trustees, no money appears to have been expended by the organization since its inception.

Comments and Suggestions:

There appears to be no good reason for the continuation of the trustees of Washington Cemetery because practically nothing remains for them to do. In fact, were it not customary to include a mention of this Board in the State Manual, the existence of such a commission would doubtless be lost sight of. No reports have been made to the Governor in years. The custodial functions of the trustees should be turned over to some other state agency which could readily and easily handle any questions arising in connection with the care of the burial ground.

Allocation under Proposed Consolidation Plan:

The care of Washington Cemetery should be entrusted to the proposed Department of Public Works, its Board of Trustees being abolished. If the state later undertakes the maintenance of any parks or other grounds, including cemeteries or monuments, a Bureau of Parks can then be established in the Department of Public Works.

### AGENCIES CONCERNED WITH COMMERCE

Bank Commissioner  
 Insurance Commissioner  
 Motor Vehicles, Commissioner of  
 Conservation Commission of Maryland  
 Land Office  
 Public Service Commission  
 Tobacco Inspector  
 Athletic Commission, State  
 Racing Commission, Maryland  
 (Motion Picture) Censors, State Board of

### BANK COMMISSIONER

Location: Baltimore  
 Average Staff: 10  
 Appropriation for 1921: \$27,500  
 Annual Salary Expenditures: \$20,000

#### Functions:

The office of the Bank Commissioner was created by the General Assembly in 1910. Its function is to make semi-annual examinations of all Maryland incorporated banking institutions and loan brokers. In the event of the failure of state banking institutions the Commissioner acts as receiver and liquidates the assets, winding up the affairs of the bank under the direction of a court.

An annual report of the results of the examinations and other activities of the Commissioner's office is made to the Governor. Monthly reports of receipts together with a transmittal of funds collected are made to the State Treasurer.

#### Organization:

The Bank Commissioner is appointed for a term of two years

by the Board of Public Works. He is assisted by a Deputy Commissioner, Chief Clerk and Examiner, and a staff of eight other employees. The examining staff is mobile, the various staff members being transferred as required from the local audit of the books and securities of banking institutions to the examination in the Commissioner's office of statements of resources and liabilities submitted periodically by the banks.

#### Expenditures:

Aside from the \$20,000 appropriated for salaries, the only sizable item of expenditure for the office is that of traveling expenses, for which \$4,000 is provided. It is apparent that the traveling examiners are limiting their expenses in a manner worthy of commendation.

#### Comments and Suggestions:

Inadequate Office Space: The office comprises three rooms in the Union Trust Building in which, with the exception of the Commissioner's private office, there is an evident lack of space for effective work. When the entire staff is engaged in the office at one time on examination work it is difficult to conceive how all of them can be accommodated. Efforts are being made by the Commissioner to obtain the use of an additional adjoining room.

A part of one of the rooms is largely devoted to storing old records, to which practically no reference is made, but which the Commissioner fears to destroy because of the possibility that reference to them might conceivably be made at some future date. Arrangements should be made to store these records in the State-House or the Court of Appeals Building in Annapolis, under the supervision of the Land Office,



and the storage space in Baltimore utilized for the better accommodation of the staff.

Records Undergoing Improvement: The Commissioner maintains a loose-leaf ledger record, with a page for each banking institution, in which are shown the important facts with regard to examinations made and fees charged. This record is supplemented by a set of cards used in scheduling the dates of examinations. The last Legislature changed the examination period from an annual to a semi-annual basis and the schedule scheme has not yet been worked out in all of its details, but will be adequate when it is completed.

Fees: In addition to the fees charged for semi-annual examinations of banks, fees are collected for the filing of charters or amendments thereto. At the present time the state bears about one-fifth of the cost of making examinations of the banks and, while it would undoubtedly be desirable to have the office of the Bank Commissioner entirely self-supporting, no early increase in the amount of fees charged is practicable because of the change from an annual to a semi-annual examination basis. A flat fee of \$50. is charged for the examination of the accounts of small loan brokers.

Summary of Comments: Aside from the perfection of minor details of office procedure and the removal of old records, relatively few constructive suggestions can be made with reference to the office of the Bank Commissioner. Its work is being effectively performed by an interested staff of employees.

Allocation under Proposed Consolidation Plan:

The office should be placed within the proposed Department

of Commerce, the Bank Commissioner being made responsible to the Director of the Department. His position should be placed in the classified service of the state and its salary increased so that it may continue to attract men of high caliber and ability who can devote their entire time to the work.

An alternative plan would be to place the office of the Bank Commissioner within the Department of Finance. However, that Department will not otherwise be concerned with the regulation of business and will have ample work of its own. Other bureaus of the Department of Commerce will be concerned with accounting matters and will be involved in the regulation of business activities of various kinds, and it would appear to be more logical to place the office of Bank Commissioner in that Department.

#### INSURANCE COMMISSIONER

Location: Baltimore  
 Average Staff: 14  
 Appropriation for 1921: \$45,150  
 Annual Salary Expenditures: \$24,000

#### Functions:

The state has regulated insurance companies since 1858. The present law provides that there shall be a distinct department charged with the execution of the laws of the state in relation to insur-

and agents operating within the state and licenses and taxes them; it conducts examinations of the affairs of Maryland incorporated companies, each company being examined at least once every four years; and it values policies of Maryland companies and winds up the affairs of insolvent insurance companies.

The Insurance Commissioner is required to report annually to the Governor concerning his work and the condition of the insurance companies examined, and is required to report quarterly to the Comptroller and pay into the state treasury, monies received by him with the exception of fees. The first of December annually the Commissioner is required to report to the Comptroller the fees received and to pay into the treasury the excess of receipts over disbursements.

All insurance companies operating within the state are licensed annually by the department. They are required to pay a license fee, not only for the company itself, but for each of the company's agents and solicitors. In addition to this license fee, a tax is levied on the amount of insurance written by each company. The companies are also charged for the cost of examining their accounts and valuing their policies, the law prescribing the amount to be charged for this work.

#### Organization:

There are three main functional sub-divisions of the organization although the line between the examining and administrative work is a difficult one to draw. To the Insurance Commissioner report directly, the Chief Examiner in charge of the examining division, the Deputy Insurance Commissioner in charge of the administrative division, and the Actu-

ary in charge of the actuarial division. The examining division, as its name indicates, is engaged for most of the year in examining the records and affairs of the state-incorporated companies. The Chief Examiner is assisted at times by the Auditor and the Chief Clerk and by temporary auditors or checkers recruited from banks and accounting firms. The administrative division embraces the issuing of licenses and the collection of taxes and the keeping of records and accounts. This division also audits the statements of foreign insurance corporations and enforces the fire prevention and arson laws of the state. The Actuary is the only employe in the actuarial division, which inquires into the affairs of companies in so far as their actuarial policies are concerned. There are 16 employes in the department including the Commissioner.

#### Expenditures:

A considerable part of the cost involved in the examination of the affairs of insurance companies, is borne by them. In addition to total payroll appropriations of about \$24,000 the department receives appropriations of approximately \$21,000 from the state of which the two largest items are \$5,500 for rent and \$8,500 for printing.

#### Comments and Suggestions:

Improvements Possible in Accounting Procedure: A record serving the combined functions of journal and accounts receivable ledger is maintained. This record contains a list of all insurance companies, incorporated or doing business in the state, classified according to the various kinds of insurance written. As the licenses come due, (as a rule in the first of January of each year) the Chief Clerk charges the insurance company's account in this record for the amount of the various li-

license fees it is to pay the state, and mails an invoice for that amount, then checks in payment are received the company's account is credited through a cash receipts journal. This journal is provided with columns to distribute monies collected, according to the various license fees, examination charges, and taxes.

Disbursements are recorded in a cash disbursements journal, columned according to the nature of the various disbursements made. Every quarter, certain accumulated monies collected are transmitted to the State Treasurer and at the end of the fiscal year, together with the monies transmitted at that time, a statement of receipts and disbursements is sent to the Comptroller. This statement is prepared from the accumulated totals of the cash receipts and disbursements journals.

While the department's financial records serve their purpose fairly well, it is nevertheless desirable to put in a more business-like and effective bookkeeping system, preferably one based on the double entry plan. A general ledger should be put into use to control the records in existence at the present time and to facilitate the preparation of financial statements.

Revenues and Accounts: Monies collected and held pending their transmittal to the State Treasury are deposited in a dozen or more banks in various parts of the state. These banks are bonded and pay 3% interest on the sums deposited with them.

While the law does not require the Insurance Commissioner to turn over the fees received from the companies for conducting examinations more than once a year, a most undesirable practice has grown up because of it. As a result, the Insurance Commissioner never has on

hand less than \$100,000 deposited in various banks, which ought properly to be in the State Treasury. The law should be amended to provide that all monies received by this office are turned into the Treasury at once, and that all expenditures be appropriated for through the budget. As it is, there is no public record whatsoever of the money being paid to the examining staff, and no complete operating statement showing just how much it costs to conduct the department, since only a part of the expenditures are shown in the budget.

The State Auditor should be required to audit the accounts of this department annually. It is understood that these accounts have not been audited for two years.

Files and Records: While no exhaustive study of the filing system in use in the department was possible, a casual search into the records of licenses issued to agents and companies disclosed several discrepancies. License slips presumably filed in alphabetical order were found to be out of place. At the present time an entire room is used for old files and papers. Considerable of this record material could probably be removed, inasmuch as it is referred to rarely if ever, and is preserved merely as a matter of form. The older records should be removed to the State House in Annapolis and entrusted to the Land Office, while it is possible that the papers referred to more frequently could be placed elsewhere in the Insurance office. A saving in rent could thus be effected.

Either the Deputy Commissioner or the Chief Clerk should devote more time to the supervision of files and records and should study the existing procedure in order to improve it.

Examining Staff should receive Fixed Salaries: The

present system of paying the Actuary, the Chief Examiner, the Auditor and the Chief Clerk for such examining work as they do, should be changed. At the present time the Chief Examiner receives \$1,500 per year, the Auditor \$1,000 per year, and the Chief Clerk \$2,000 a year from the budget appropriations. They receive additional fees on a per diem basis for making examinations of the accounts of insurance companies, which are paid by the companies. An opportunity for favoritism exists under the present system. While the present administration has apportioned the examining work so that each man has received his due share of the work, nevertheless, it would be possible for an examiner particularly favored to receive more of this kind of work than his fellows. The only solution is to pay a flat annual salary to each man, which could doubtless be done without changing the law. The salary of the Actuary has increased in the last four years from about \$3,500 to more than \$5,000. If his work increases materially, he might, because of the fee arrangement, be receiving \$8,000 or \$9,000 a year within the next few years. His work might never become worth such a sum. If flat salaries are recommended for the examining force, generous ones should be awarded for the work, because it is essentially of a difficult and technical nature.

Office Hours: While the examining force is undoubtedly compelled to put in considerable overtime in connection with its field work and report writing, considerably more work could be accomplished by the Insurance Department if the clerical staff were required to put in the customary day's work, from nine to five, prevailing in commercial

offices. The Commissioner stated the hours were "about nine-thirty to three-thirty". When it was suggested that these were shorter than in other state offices, the Chief Clerk hastened to say that there was always someone down early. Increased output and better service for the public would result if the standard office hours were adopted.

In this connection, it developed in the course of conferences with insurance men in Baltimore that the examining staff did not ordinarily follow the office hours of the companies which they were engaged in examining. The examiners should observe the regular hours followed by the insurance companies, particularly so those companies are paying for their services.

Faster Examinations of Companies Desirable: At the present time as long as nine months are consumed in examining the affairs of the largest Baltimore insurance company. Other companies require several months. The companies welcome the examinations made by the department but in some instances feel that the work is not accomplished quickly enough. The presence of the state examiner also interferes to a certain extent with the routine work of the office. Under the present system of fees by which examiners are paid for the time they devote to the examination of the company's books, there is a possible inducement to spend as much time as possible on each examination. However, the fact that the examining staff is inadequate to handle the needs of all of the companies and must necessarily speed up, makes this condition unlikely. Consideration should be given to a small increase in the size of the examining staff so that the work can be more promptly completed for the insurance companies.



Present Organisation and Control Ineffective: The

Insurance Commissioner is said to spend from two to four days per week in the office. This fact in itself is of no consequence because he has never been expected to devote full time to the work. It is of vital importance, however, in that the present requirement of a part-time commissioner is responsible largely for such weaknesses in organization and in office procedure as exist.

At present the Deputy Commissioner is practically responsible for the routine operations of the department, although he has no authority over the Actuary and the Chief Examiner. When the Commissioner is away and decisions must be put up to him by either of the two employees in question, action must be delayed until his return. A single able individual, paid an adequate salary, would be able to administer the Insurance Department far more effectively than under the present arrangement providing for both a Commissioner and a Deputy Commissioner. Considerable of the present easy-going disposition on the part of some of the employees and certain evidences of carelessness displayed in the work of the clerical staff, are attributable to improper control. The office requires a more active and aggressive management than has been possible under the existing system.

Summary of Suggestions: Attention has been called to the following points: the need for improving the accounting records and other office procedure; the need for closer supervision and longer office hours; the appointment of a full-time Commissioner; the payment of flat salaries rather than fees to the examining staff, and the propriety of turning over all receipts of the office to the State Treasurer.

### Allocation under Proposed Consolidation Plan:

The Insurance Department should be made into a bureau of the proposed Department of Commerce, a full-time and adequately paid Commissioner being provided to direct the work of the organization. Prominent insurance men in Baltimore expressed the opinion that such a Commissioner should receive about \$8,000 a year, that he should be a man of marked ability in the insurance field, and that his position should be taken out of politics entirely and put into the classified service. Such an arrangement is undoubtedly necessary if the regulation of insurance companies is to be made most effective.

Recent consolidation programs, either adopted or recommended in other states, have in most instances also provided that the regulation of insurance be placed within a department of trade or commerce which is concerned with all the business regulatory functions of the state.

---

### COMMISSIONER OF MOTOR VEHICLES

Location: Baltimore and Washington  
 Average Staff: 120  
 Appropriations for 1921: \$202,270  
 Annual Salary Expenditures: \$150,000

### Functions:

The office of the Commissioner of Motor Vehicles was created in 1910. Its functions are as follows:

To issue licenses and registration certificates to owners of motor vehicles.

To examine applicants for, and issue, chauffeurs' licenses.

To investigate complaints and conduct investigations relative to violations of the Motor Vehicle Law.

To investigate, approve, and issue titles to ownership of motor vehicles.

To patrol state roads and apprehend violators of the Motor Vehicle and other laws.

To keep necessary records of receipts and disbursements and account for fees and fines collected.

An annual report of the activities of the office is made to the Governor, and a monthly statement of receipts and disbursements, together with a transmittal of funds, with the exception of those received for registration of titles, is made to the Comptroller and Treasurer respectively.

#### Organization:

The Commissioner is appointed by the Governor for a term of two years. He is assisted in the general administration of the office by a Deputy Commissioner. Before the recent increase in the number of motorcycle officers, 106 employees were carried on the payroll. About 50 are engaged in policing the state highways, and the rest, with the exception of a number of investigators and license examiners, are engaged in clerical work.

#### Expenditures:

Nearly three-fourths of the entire appropriations made to the office are expended for salaries. The largest other single item

is that of \$50,000 for the purchase of license tags. Other large items are \$15,000 for the purchase of automobiles and \$12,000 for their maintenance, \$15,600 for the expense of motorcycle officers and \$10,000 for postage.

#### Comments and Suggestions:

Title and License Procedure: Blanks for the registration of title to ownership of motor vehicles are distributed to garages and other places easily accessible to motorists throughout the state. These blanks are filled out by the owner of the car and mailed or delivered to the Commissioner's offices. A clerk in the title department passes upon the application and if it is approved, issues a title certificate. After a title certificate is issued, an application blank for a license tag is returned to the applicant. The applicant then mails or delivers the license fee, and his tags are mailed to him.

Office Space and Equipment: The main office of the Motor Vehicle Commissioner in Baltimore is badly designed for its purpose, the building having originally been designed for an historical society. The offices occupy two floors and considerable traveling from desk to desk and from floor to floor is required to handle the routine work. Overhead carrying devices and office boys are used to conserve the time of the clerks.

On the ground floor is carried on that part of the work relating to the motorcycle force and the examination of applicants for licenses. The second floor is used for the issuance of licenses and for the filing and accounting work. A better distribution of space might be effected, there now being overcrowding in some places and wasted space

in others. At the present time the offices are divided by partitions into a number of odd sized rooms. It is probable that better supervision over the clerical staff would result if certain partitions were removed. A number of passage-ways and doors have to be traversed to reach the various places in which the work of the Registration office is handled. Better supervision would result by far if the staff were brought together in one room and placed under the direct supervision of a first assistant to the head of the department.

The Commissioner is also required to maintain a smaller office, in Washington, the work being the same as in the Baltimore office except that it is on a much smaller scale.

Accounting Procedure: The Commissioner's books are kept on a cash receipts and disbursements basis. It would be much better if the bookkeeping system were placed on a double entry basis. Under the present system it becomes a simpler matter for several employees, working together, to falsify the accounts than would be possible under a double entry system. In addition, the latter system would permit of taking off a trial balance monthly which would furnish a positive check that all entries had been correctly made during the month.

It was observed in the cashier's department that \$4,000 in bad checks had been received in payment of license fees. Considerable work and expense was involved as a result of this situation. Steps should be taken to compel the payment of license fees in cash, by certified check or draft, or by postal or express orders.

Registration of Title Fees: The registration of title law provides that the Commissioner may use the monies derived from titles

for such purposes in connection with the enforcement of the Motor Vehicle Laws as he sees fit. He is not required to turn this money over to the State Treasurer or report thereon to the State Comptroller. The sum involved is nearly \$120,000 per year. The good judgment of the present Commissioner in expending this fund is not questioned, but the time may come when the Legislature or the public might be vitally interested in knowing the details of this expenditure. There is no good reason why the Motor Vehicle Commissioner, any more than any other state official, should be given the privilege of expending a large sum of money practically without control or supervision. The law should be so changed that an accounting be required regularly and that the funds be turned over as they are collected to the state treasury.

Files and Records: The filing and record-keeping systems in use in the offices, both those in connection with the issuance of titles and licenses and those relating to accidents and complaints, are adequately designed for their purpose. However, the files are expanding so rapidly that early consideration should be given to a plan for weeding out those records containing information which has become obsolete. Otherwise considerable expenses in the purchase of additional filing equipment will become necessary.

The possibility of useless duplication of work in connection with the records maintained by the Traffic Court, the Commissioner of Motor Vehicles, and the Baltimore Police Department should be studied. At the present time the Traffic Court maintains a record of all violations of the Motor Vehicle laws while the Motor Vehicle Commissioner and the Police Department likewise maintain such records. It is undoubtedly

necessary for the court to maintain such records, but the question is raised whether their duplication in other offices is essential.

Numerous proposals have been made in recent years providing for the issuance of license tags good for two or three years instead of only one. Consideration should be given to such a plan by the Maryland Legislature, because there appears to be no good reason why considerable money could not be saved in the cost of handling applications and in providing the plates themselves. The State of Maryland will spend \$110,000 for license tags for 1921 and 1922. A legislative committee in Iowa a few years ago recommended the use of permanent numbers for automobiles, thus avoiding the work of issuing new numbers each year and the expense of purchasing license tags. The additional expense involved in investigating cases of automobile owners who failed to renew their license would be considerably less than the annual expense for license tags.

Allocation under Proposed Consolidation Plan:

Under a plan of reorganization, the office of Commissioner of Motor Vehicles should become one of the bureaus of the proposed Department of Commerce.

In other states where administrative consolidation plans have been considered or put in effect, no standard practice has been followed with regard to the allocation or disposition of the agency administering the Motor Vehicle laws. Under the proposed plan for Maryland, however, the office would logically group itself with agencies concerned with the regulation of business. The revenue collecting function of the office is scarcely important enough to warrant its inclusion within the

proposed Department of Finance, which will be concerned with the broader fiscal problems of the state government as a whole.

---

### CONSERVATION COMMISSION OF MARYLAND

Location: Baltimore

Average Staff: 800

Approximate Annual Expenditures: \$250,000

Annual Salary Expenditures: \$127,000

#### History and General Functions:

The Conservation Commission was established in 1916 by consolidating the Shellfish Commission, the State Conservation Bureau, the State Game Department, the State Fisheries Board, and the offices of the two Fish Commissioners. The Commission enforces the provisions of the various conservation laws relating to game and fish. It propagates game and fish for restocking the covers and waters of the state, conducts experiments and makes investigations related thereto.

#### Organization:

The Chairman of the Commission serves as its executive officer, the other two members devoting comparatively little time to its activities. The organization is divided into two main divisions, the first concerned with shellfish and other kinds of fish and the second with game. About 90 employees, largely concerned with the regulation of the oyster industry, are employed in the first section, while 30



full-time employees in addition to about 700 part-time game wardens are employed in the game department.

Expenditures:

Appropriations of about \$138,000 for the fish section and \$84,000 for the game section were made to the Commission by the last Legislature. The Commission is not self-supporting, although because of license revenues it is operated without cost to the taxpayers of the state with the exception of the cost of fish hatching.

The 1921 appropriations were larger than usual because of an allowance of \$40,000 for rebuilding the steamer R. M. McLane, and \$26,000 appropriated to the game department for buildings and new equipment.

Comments and Suggestions:

The Conservation Commission presents an organization problem which has not yet been satisfactorily solved, because of the decentralized nature of its force. The oyster inspectors are scattered throughout the Eastern Shore counties and game wardens are of course found in every county of the state. No matter what form the organizational structure may take, it is a difficult problem adequately to supervise the work of, and obtain effective results from, such a scattered force of employees. Had the Commission been entirely a new agency when it was created, the problem might have been simpler. As it was, however, the consolidation of several previously existing agencies forced it to retain the services of most of the employees of the older agencies.

At the present time, some measure of supervision over the

oyster inspectors is obtained through district oyster inspectors, but there has been little difference in either salary or responsibility between the district inspectors and the inspectors of the rank and file. Considerably increased salaries should be appropriated for the positions of the district oyster inspectors, and in order that only those inspectors fully qualified for the increased supervision and responsibility which should be attached to these positions may qualify, their incumbents should be selected under the merit system.. Provision should also be made for at least one field inspector who will be engaged continuously in traveling throughout the state and checking up on the work of local oyster inspectors, game wardens, and other employees of the Conservation Commission.

Although the law creating the Commission provided it with authority and control over the Game Warden's Department, in actual practice the latter department has not yet become an integral part of the Conservation Commission. The work of the Game Department is separately appropriated for in the State Budget whereas it should be listed with the rest of the appropriations for the Conservation Commission, It should also be made possible for the Commission to transfer appropriation items from one department to another in case of emergency.

In connection with the organization problem of the Commission, it should be noted that there is practically no object in having it headed by an executive commission of three members. Much better results could be obtained if executive responsibility were vested in one individual rather than in three. At present the Chairman is practically in entire charge of the executive work of the Commission, the other members being of relatively little service, even in an advisory capacity. The

salary of \$4,000 at present paid the Chairman is incommensurate with the responsibilities which would go with the position if he were definitely in charge. The \$6,000 expended for the compensation of the other two members of the Commission could well be saved in part, and a part of this money expended in providing an attractive salary for a single Commissioner.

The funds available to the Commission for the propagation of fish and game, particularly in relation to the oyster industry, have been inadequate. The last Legislature as a matter of fact eliminated an item of \$8,000 for the support of fish culture and experimentation. The work is being carried on after a fashion but because of the lack of funds appropriated for this purpose, the State of Maryland is considerably behind many of its neighbors in fish propagation work.

The first Commission appointed under the law replaced sail propelled fishery patrol boats with gasoline launches. Unfortunately, it has developed that no two of the boats purchased are of the same type and design. The problem of repairs to this fleet of gasoline launches has now become a serious one, and a considerable part of the fleet is tied up continually because of the difficulty of obtaining required repair parts and of making repairs. If the boats were all of one standard design, a stock of repair parts could be maintained and the boats repaired rapidly and with less expense. A standard type of boats and engines should be decided upon by the Commission and as the present equipment becomes obsolete all renewals should be made in accordance with a predetermined plan. There is still considerable guarding work, in the course of which an oyster boat lays at some particular point indefinitely in order to preserve the rights of tongers and dredgers, for

which sailing vessels are particularly well-equipped. Their maintenance cost is considerably lower than that of the gasoline vessels and they may be used to as large an extent as they can for such work.

The question of adequate salaries for the employees operating the "oyster navy" has also been one of considerable concern to the Commission recently. Adequate salaries should be provided by the Legislature provided that the organization of the Commission is so strengthened as to guarantee adequate supervision over, and satisfactory work from, these employees.

#### Allocation under Proposed Consolidation Plan:

The Conservation Commission should be discontinued and its functions entrusted to a Bureau of Conservation in the proposed Department of Commerce. The Commissioner at the head of such a bureau would correspond closely to the Chairman of the Conservation Commission.

In some other states the conservation of fish and game has been placed under the Department of Agriculture, as a result of the consolidation of executive agencies. Departments of Conservation or Natural Resources have also been created in other states. Nothing would be gained by merging the State Board of Forestry and the Geological Economic Survey, at present closely connected with educational institutions, with the Conservation Commission, and the Commission itself is scarcely important enough to warrant the establishment of a distinct Department of Conservation.

---

## LAND OFFICE

Location: Annapolis  
Average Staff: 9  
Approximate Annual Expenditures: \$17,000  
Annual Salary Expenditures: \$14,600

History and General Functions:

The Land Office is the oldest office in the state, having been established in 1634. Its functions were administered in various ways until 1851, when the position of the Commissioner of the Land Office was created by the constitution, and the duties of the Register, the Examiner General, and the Chancellor were consolidated.

The Land Office issues warrants and patents for, and passes upon certificates and other matters relating to vacant land; maintains records of deeds, mortgages, releases, and other real estate transactions; maintains chancery records and pre-revolutionary and revolutionary papers; collects and keeps papers, records, and relics connected with the early history of Maryland; and collects and accounts for fees and other monies. Most states do not have an office comparable to the Land Office, the recording of real estate transfers being left to the counties.

Organization:

The Commissioner of the Land Office is appointed by the Governor for a four-year term. Administrative details are left for the most part to the Chief Clerk, the Commissioner devoting only enough time to decide matters of policy and attend to matters prepared for his approval and signature. Eight clerks are employed, five of them being

index clerks employed in a part-time capacity who work on the indexing of records at their homes in various parts of the state. The expenditures of about \$17,000 annually are relatively small considering the fact that the Office performs a service for the entire state. Most of the appropriation is expended for salaries, only \$2,500 being allowed for other expenses.

The salary of the Commissioner is fixed by the constitution at \$1,500 per year. In addition to this salary, he receives \$600 per year for serving as Custodian of Maps.

#### Comments and Suggestions:

The clerks of the court of the various counties and of Baltimore City transmit to the Land Office a record containing the extracts of deeds, mortgages, releases of mortgages, and leases of real estate. The Office checks the plots and surveys of parcels of land made by surveyors, in addition to determining the present value of land for which a patent has been applied. The more difficult and technical work is performed for the most part by the Chief Clerk himself.

Records of real estate transactions are indexed by the names of the grantor and the grantee of the deeds. Most of this work is shipped out to the index clerks at their residences, being insured to cover the cost of re-preparing the records should they be lost in transit. The indexers are required to send in a daily statement of the number of pages they have indexed on a prescribed form supplied by the Land Office. It was explained that the necessity of having this work done away from the main office was one of cost, that it would be necessary to pay these clerks a larger salary if they were brought into the main office to do

their work. At the present time these index clerks receive \$600 a year but devote only part of their time to the work. The indexing process is not a very difficult one and fully competent clerks could be employed to devote their entire time to this work at a salary of about \$1,200 a year. Two or three clerks working under the direct supervision of the Chief Clerk in the Annapolis office could doubtless turn out better work if not more of it than is obtained under the present system. The wisdom of a plan which permits clerks to work at home without direct supervision may at least be seriously questioned.

The Office is also engaged in indexing old land records and other records which it has in custody. It has already completed a cross-index of patented certificates, by the name of the party to whom the certificate was granted and also by the name of the tract or parcel of land. Fragile records that cannot be handled are photostated. Eventually all records will be photostated so as to preserve the originals.

Many valuable records are kept at the Land Office, most of them being contained in ordinary steel, but so-called fireproof, filing equipment. In the event, however, the building were destroyed by fire, the loss of the records would be extremely serious. Arrangements should probably be made by the state to provide a modern and thoroughly fireproof vault in which the more important state records may be stored.

The Land Office is conducted in a business-like manner and the files and records are maintained in excellent condition. What is more important, they are readily accessible. Aside from the practice of sending the index work outside, little criticism can be made of the administration of the Office. The Commissioner's position should however

be made a full-time position and paid an adequate salary. At the present time there is comparatively little for a Commissioner to do because the Chief Clerk, who has been in the Office for twenty years, has established a systematic routine for the office work. The Office may now be said largely to run itself. The position of the Commissioner should ultimately be placed within the classified service of the state, although this cannot be done until the constitution is amended. In the meantime, his salary as Custodian of Maps could be increased, and he should become the actual as well as the nominal head of his Office.

The functions of the Land Office could well be extended so as to make it a state archive office, where there may be stored the old documents and papers of various state offices which have to be retained for a certain number of years but which now occupy useful space in the various offices, particularly in Baltimore. For example the Insurance Commissioner and the Bank Commissioner each have accumulated a considerable mass of records which need not necessarily be filed in their present offices. The Governor's office in Annapolis accumulates some files and records which need not be kept in the office but can be stored. The War Records Commission is accumulating a mass of detailed information concerning the records of ex-service men during the World War, to which comparatively little reference will be made after the report of the Commission is published.

The Court of Appeals building and the State Capitol in Annapolis have more space than will ever be needed for the offices at present remaining in Annapolis. Records from all the offices could be sent to Annapolis and carefully filed by the Land Office so that they



may be accessible when required. While additional clerical help will be necessary to establish these archives, it is probable that the services of one additional clerk will be all that is needed to maintain them.

Allocation under Proposed Consolidation Plan:

The Land Office performs a service for the business interests of the state, particularly the real estate interests. For this reason it should probably be placed, under the consolidation scheme, within the proposed Department of Commerce. In view of the recommendations that it become a bureau of archives in addition to its present functions, it would be advisable to change its name to the Bureau of the Land Office and Archives. On the other hand, the proposed Bureau might with equal propriety be placed within the new Executive Department under the supervision of the Secretary of State.

---

PUBLIC SERVICE COMMISSION

Location: Baltimore

Average Staff: 37

Approximate Annual Expenditures: \$140,000

Annual Salary Expenditures: \$82,790

Functions:

The Public Service Commission was created by the acts of 1910. Subsequent acts have widened its powers until at the present time

it has supervision and jurisdiction over the rates, capitalization, and operation of, and the service rendered by, steam and electric railroads, gas, electric, telephone, telegraph, water, heating, refrigerating, express, sleeping car, and steamship and other water transportation, utilities, and over automobile buses and toll bridges.

#### Organization:

The Commission consists of three members, the chairman receiving \$6,000 per year and the other two members \$5,000 each. Its organization is divided into the clerical staff, the General Counsel's office, the Auditor's office, the Bureau of Rates and Tariffs, the Bureau of Transportation, and the Engineering Department. The two largest divisions are the Engineering Department, with nine employees, and the Bureau of Transportation with eight regular employees and a number of inspectors whose salaries are paid by the transportation utilities of Baltimore City.

#### Expenditures:

The appropriations made to the Public Service Commission have increased considerably in recent years with the extension of the scope of its activities. Salaries constitute the important expenditure item, \$82,790 being appropriated out of the total appropriation of nearly \$120,000. The only other large appropriation item is that of \$16,620 for rent. Temporary arrangements have recently been made with the public utilities of Baltimore whereby \$20,600 will be paid by them to cover the expense of certain routine inspections of their properties, thus releasing some of the Commission's funds which may hereafter be

260

applied in strengthening the work of various departments.

Comments and Suggestions:

Simplification of Clerical Work being Effected: In the past the secretary was charged with keeping the records of the Commission's proceedings and its orders, the custody of the files, and the handling of clerical details. Two court stenographers who took testimony at the Commission's hearing reported directly to the members of the Commission. Another clerical office was that of the Bureau of Rates and Tariffs, which checked, investigated, filed, and furnished information concerning, rates and tariffs. Each department head was further furnished with his own stenographer, who was subject only to his control. No one person in the organization was charged with the entire supervision of its clerical work, or was given the authority to transfer clerks from one division to another when they were needed during emergencies. The Commissioners themselves have been burdened by clerical details. Instead of using office forms to conserve time, formal letters were passed between the Commissioners and the department heads. These matters were discussed with the members of the Commission, who had for some time realized that the organization was not as effective as it should be.

Recently the chief of the Bureau of Rates and Tariffs has been made executive officer of the Commission, and charged with the coordination of its various activities and the direct supervision of all clerical work. He is taking steps to standardize and supervise the office procedure and should be able to obtain a greater volume of work from the clerical staff, which has been placed under his control.

thought should also be given to the possibility of bringing the Auditor's office under the control of the executive officer.

The Engineering Department: The Engineering Department, in charge of a chief engineer who is assisted by an assistant chief engineer, a telephone engineer, a water engineer, and a gas engineer, one supervising inspector, two meter inspectors, one laboratory assistant, and two clerks, is charged with the appraisal of public utility properties, the investigation of complaints against service rendered by public utilities, the calibrating and proving of meters installed or whose accuracy is complained of by customers of public utilities, and the preparation of engineering reports for the Commission. A gas and electric laboratory is maintained wherein samples of gas are analyzed, and meters to be installed by public utilities or whose accuracy is complained of by consumers, are tested. Some of the laboratory work might be undertaken at a slightly smaller expense if arrangements were made with the Johns Hopkins University to conduct the work in the university's laboratory, with the assistance of students.

It appears that this Department has not been able to test all meters before installation, partly because of lack of cooperation on the part of the utilities, and partly on account of the lack of an adequate staff. Similarly, this Department has been unable to check up on the observance by utilities of the service rules promulgated by the Department. An increased staff should be provided in order that a more aggressive policy of checking up on the service may be pursued, special investigations conducted and assistance given to smaller utilities unable to retain efficient engineering departments of their own.

Bureau of Transportation: A Bureau of Transportation with a chief, seven inspectors, one clerk and a stenographer is charged with the investigation and regulation of the service and equipment of common carriers and the investigation of accidents on and complaints against common carriers, including automobile buses. The work of this bureau has been confined very largely to Baltimore City and vicinity. There must of necessity be close cooperation between this bureau and the Engineering Department. Transportation inspectors while visiting communities to inspect transportation facilities might also investigate the service of and complaints against public utilities in that vicinity. Likewise the meter inspectors of the Engineering Department might be utilized to make special inspections of transportation service. In view to the close cooperation which does and should exist between these two units, it may be feasible ultimately to consolidate the Bureau of Transportation and the Engineering Department. This is done in a number of other states.

General Counsel's Office: The general counsel is appointed by the Governor upon advice of the Commission. He is allowed an assistant general counsel who acts as "People's Counsel" to represent public litigants in cases before the Commission. The function of the General Counsel's Office is to conduct prosecutions and give legal advice and information to the Commission and represent it in all legal proceedings. The present general counsel has been a most important factor in the development of the Commission. When he retires, however, the functions of the office should properly be absorbed by the Department of Law, special assistants being assigned by the Attorney General

as needed. A People's Counsel from the same office should be selected, to be independent of other special assistants assigned to the Commission.

The Auditor's Office: The Auditor's Office comprises an auditor, a capitalization examiner, a field auditor, and a stenographer and is charged with the auditing of the books of public utilities subject to regulation, the prescribing of forms which public utilities should follow in making annual reports, and the preparation of financial reports for the Commission. The work of this office has been confined largely to the compiling of statistics from annual reports submitted by utilities, in addition to the making of audits in specific cases brought before the Commission. It has not pursued a really aggressive policy in the matter of following up the financial activities of all public utilities and of keeping the Commission informed as to the condition of utilities. To do this work would probably require additional assistance. If a large rate case necessitating a general audit were presented the present auditing force would be insufficient. However, on account of the fact that such an emergency arises at infrequent intervals, it is more feasible to provide a specific sum in the budget for emergency purposes and perhaps to require utilities asking for rate increases to pay for the cost of the investigation.

Allocation under Proposed Consolidation Plan:

Under a plan of reorganization, the Commission should be continued in its present form but affiliated, in the interest of closer supervision and control, with the proposed Department of Commerce. The Chairman of the Commission should serve as chief of a Bureau of Public Utilities and should be answerable to the Director of the Department for

289

the efficient administration of the work of the Bureau. The Department Director, however, should have no authority whatsoever in the quasi-judicial functions of the Commission, which would continue as they are at present.

The Illinois Public Utilities Commission was placed within a subsequently created Department of Trade and Commerce, and the arrangement has worked most satisfactorily.

---

#### TOBACCO INSPECTOR

Location: Baltimore  
Average Staff: 40  
Approximate Annual Expenditures: \$93,000  
Annual Salary Expenditures: \$60,000

#### History and General Functions:

The General Assembly of 1872 first enacted legislation providing for the inspection of state-grown tobacco. It was the object of this legislation to stimulate, encourage, and assist Maryland farmers in the growth and distribution of tobaccos. The office of the State Tobacco Inspector, as it exists at the present time, dates from the year 1908 at which time control over two independent warehouses, supervised by an inspector for each, was consolidated in one office.

The function of the Inspector's office is to receive and number hogsheads of tobacco delivered to the State Tobacco Warehouses;

270

to inspect such hogsheads as speedily as practicable in regular order without favor or partiality; to cause each hogshead to be properly marked with its number, weight, year of inspection, and name of the owner; to break every hogshead in not less than five different places so as to fully determine the contents of each hogshead and to select from each break as many bundles of tobacco as will correctly represent the different quantities of tobacco in the hogs head; and in the event of a faultily packed hogshead being received or one containing tobacco improperly cured, to cause it to be reconditioned and repacked.

The law does not require a report of the activities of the warehouse to be made to the Governor, but it does provide for the rendering of a quarterly statement to the Comptroller together with a transmittal of accumulated funds to the Treasurer at the termination of the quarter. Prior to this act it was necessary, for the Tobacco Inspector to transmit funds only upon the termination of his office, which was every four years.

#### Organization:

The State Tobacco Inspector is appointed by the Governor to hold office for an indefinite term. The Inspector is assisted in the physical inspection and sampling of tobacco by two tobacco samplers. To supervise operation of the warehouse such as receiving, storing, and delivering tobacco, a foreman for the warehouse is employed. There are approximately twenty-five screemen and five laborers who uncase, break and repack hogsheads of tobacco, and in addition perform general manual labor work in and about the Warehouses. The clerical staff is headed by a chief clerk who not only directs the activities of the office



but also acts in the capacity of assistant or deputy State Tobacco Inspector. A staff of seven clerks handles the clerical work of the warehouses.

Expenditures:

The total payroll cost of this organization approximates \$60,000. The total payroll cost of the office force is approximately \$15,000. Other smaller expenditures are made for maintenance and supplies.

Comments and Suggestions:

Revenues: After a tobacco owner sells his holdings stored in the Warehouse, the buyer has the privilege of leaving it there six months longer without paying storage fees. For every month over six that the buyer leaves tobacco at the State Warehouse, he is charged fifty cents (50¢) per month per hogshead. When the tobacco is removed the warehouse charges what is known as an outage fee of \$3.00 per hogshead. It is from the outage and storage fees that the Warehouse receives its revenue. It also receives some additional fees for repecking and reconditioning tobacco and for renting surplus storage space to various tobacco manufacturing interests. It is questionable whether the state should store tobacco for as long a period as is permitted under the present practice without charging a storage fee. A small inspectional fee would also seem desirable. Careful consideration should be given the question of increasing the revenues from the Warehouse.

Legislation enacted in 1920 directs the Tobacco Inspector to transmit all moneys received up to and including the quarter ending

in July to the State Treasurer, with the exception of \$4,000. Judging from the amounts that the books show it was necessary to borrow in past years to meet current expenses, \$4,000 will hardly be an adequate sum to tide the warehouse over until its collections equal its expenses. This condition should be investigated next July and if it develops that it is again necessary to borrow, the law should be amended to authorize the State Treasurer to arrange for relief.

Records and Accounts can be Simplified: The note clerk at the Warehouse compiles a weekly report showing the numbers of hogheads received and shipped and the owners thereof. The detail of this record is posted to what is known as a "weekly report record". This is a duplication of effort since the note clerk's report can be made to serve the same purpose as the "weekly report record". All that is necessary is to file them in proper and numerical order.

The detail of the weekly report's record is again posted to a cash book columnarized to show the same information. The totals of the columns in the cash book are carried forward until the end of the quarter, at which time a report is taken off on the form provided and transmitted to the Comptroller.

Supplementing these records there is maintained another cash book which, it was explained, was necessary to keep the Warehouses' cash account straight. This cash book is in turn supplemented by what is termed an "individual ledger" which in nature is that of "accounts receivable." The source of information for posting to this individual ledger is the "shipping book".

The "individual ledger" is a necessary record but the

"cash book" of this series could just as well be discontinued. The "cash book" mentioned in the preceding paragraph should be so designed as to show the amount of money in bank and in the petty cash fund. Two more columns on both the debit and credit sides of this cash book would accomplish those results.

Time should be devoted to revamping and redesigning the books of account now kept by the Tobacco Warehouse so as to dispense with the duplicate records being maintained. Accountants should be assigned to the task, if it cannot be undertaken by the present force.

Office Space: The general office conditions are comparable to those found in commercial warehouses. There is sufficient space for all necessary purposes, but the Inspector's and chief clerk's offices are more or less of a passageway for farmers, buyers, and others who use the Warehouses. It would be highly desirable to provide the Inspector and his chief clerk with private offices in which they could conduct the state's business without unnecessary interruption from the public.

The Chief Clerk's Position: As is the case with many state departments, the executive head of the Tobacco Warehouse delegates most of his work to a chief clerk. The title of his position would indicate that he is in general charge only of the office force, but it was found that he also employs labor, oversees to a certain extent the receipt and shipment of tobacco, and generally supervises the Warehouse operations. His title should be changed to Assistant Inspector, and his salary, at present inadequate, raised. The importance of his position will not be as great, however, if the Inspector is required to devote full-time to his office, as he should.

474

Storage Capacity may Prove Inadequate: Owing to the fact that the Baltimore and Ohio Railroad discontinued its tobacco warehousing business, which, prior to the war, it operated in competition with the state, the State Tobacco Warehouse has been hardput in the past two years to store all the tobacco delivered to it. At one time the Baltimore and Ohio Railroad stored about one-half of the Maryland crop and the State Warehouse was accordingly relieved of this responsibility. After the war started, the farmers had no other place than the State Warehouse to store their tobacco; consequently, the State Warehouse space has proved somewhat inadequate.

The capacity of the State Warehouses is 19,400 hogsheads. The 1919 crop was approximately 28,000 hogsheads, or approximately 5,600 more than the capacity of the Warehouses. If the Maryland farmers are going to continue the production of tobacco on the same scale as 1919, - and in this connection it might be stated that the estimated crop for 1921 is nearer 40,000 hogsheads, - it is evident that the storage space of the State Tobacco Warehouse is entirely inadequate to handle the crop. There is a possibility that the Baltimore and Ohio Railroad, now that the war is over, may again go into the tobacco warehousing business. If it does, the Maryland crop will be provided for. If not, either another warehouse may have to be planned or engineers should be consulted with regard to placing mezzanine floors in the present warehouse so as to increase the storage space. This entire matter should be given prompt and thorough consideration.

Maryland Tobacco Growers' Association: The last Legislature granted the Maryland Tobacco Growers' Association free office space

in the State Warehouse. This has caused the State Tobacco Inspector to lose the storage space of about 200 hogsheads. It is said that this Association does not grow tobacco but is a commission firm instead, dealing not only in tobacco but in wool and other produce. Of the 7,000 undisposed hogsheads of tobacco now in the Warehouse, the greater portion is that belonging to farmers for whom the Association acts as brokers. The propriety and wisdom of granting this organization free space, worth at this time at least \$5,000 a year, is to be questioned, particularly in view of the prospective need for additional warehouse space. The Association and its use of this space should be carefully investigated by the Governor with a view to requesting it to seek other quarters.

Employment during the Slack Season: Activity at the State Warehouse is confined largely to the period between June and December. During these months the employees are fully occupied. During the slack season, however, there are times when there is practically nothing for the force to do. The chief clerk explained that it was necessary to keep the force intact in order to have an organization of competent workers when the busy season arrived. It is highly probable, however, that the force of screw men and laborers could be considerably reduced during the slack period and a considerable saving effected. If this is not deemed advisable, arrangements might be made with other state departments or institutions for the employment of such men as are not required for the work at the Warehouse. Both manual labor and clerical assistance would be available to other departments.

Summary of Recommendations: The following matters should, it is believed, receive the attention of the Governor and the State Tobacco Inspector:

A possible revision of storage charges and the inauguration of an inspection fee.

Simplification of the accounting procedure.

Installation of a private office for the Inspector and his chief clerk.

A change in title and increased salary for the chief clerk, or full-time service to be required by the Inspector.

A careful study for the need of increased storage space to accommodate the 1921 tobacco crop and of the use being made of the free space furnished the Maryland Tobacco Growers' Association.

A possible reduction of the Warehouse force during the slack period or their employment in other departments or institutions.

#### Allocation under Proposed Consolidation Plan:

The State Tobacco Warehouse should be placed under the control of the proposed Department of Commerce, the present organization being retained in substantially the same form as it exists, but with the provision that the Tobacco Inspector devote his entire time to the work of his office.

In the past the Tobacco Warehouses have been operated almost independently with little or no supervision on the part of the state. Better service for the state and increased effectiveness of operation for the farmers will result if the Warehouses are brought into a central department.

---

## STATE ATHLETIC COMMISSION

Functions:

This Commission came into existence last summer following legislation by the General Assembly of 1920. It is charged with the supervision and control of boxing and wrestling matches in Baltimore and the licensing and collection of fees from individuals and clubs conducting such matches. The law requires the Commission to report annually to the Governor and, after having deducted expenses, to return its receipts over to the State Treasurer.

Organization:

The Board consists of three members appointed by the Governor, who serve without compensation but receive necessary traveling and other expenses. A secretary is employed who devotes part of his time to the work and the law provides for the appointment of an inspector, but thus far it has been unnecessary to employ one.

The clerical work of the Commission is handled by the Secretary in connection with his private business affairs. The Commission holds meetings in a hotel where quarters have been loaned without charge for the time being.

Expenditures:

Several thousand dollars will be collected by the Commission, but its expenses thus far have been negligible with the exception of a \$900 salary paid the Secretary. The Commission plans to pay a nominal rent for the use of its present quarters in the near future.

Comments and Suggestions:

Individuals or clubs desiring to conduct boxing or wrestling matches make applications to the Commission on prescribed forms. The record of the applicant is investigated and if found satisfactory, the application is approved and a date set for the match. The applicant submits a bond for \$5,000 at the time he makes application so as to protect the state in the collection of a tax of 10% on the gross receipts of the match. Each of the Commissioners is bonded for \$10,000 but the financial matters are handled by the Secretary.

Since the Commission has been in existence for less than a year few records have accumulated and no particular filing system has been found necessary. A simple, standard filing and record system should be devised as soon as possible, however, in order that all papers relating to the Commission's activities may be readily accessible. This will prevent a repetition of the confusion prevailing in the records of other small independent boards which have been in existence for many years but which have never concerned themselves with a problem of turning their files and records over to their successors in such a way that the work could be carried on without interruption or misunderstanding.

There appears to be no good reason why the Commission should maintain its own bank account. Revenues received from boxing matches and licenses should be turned over promptly to the State Treasurer for deposit and the Commission relieved of the necessity of maintaining any financial accounts of any consequence, if arrangements are made with the State Comptroller to issue vouchers as bills are contracted.



Allocation under Proposed Consolidation Plan:

The State Athletic Commission should be brought under the supervision of the proposed Department of Commerce. It is too small a unit to stand alone and should report to the director of one of the departments rather than to the Governor himself. Much greater effectiveness would result if the Commission of three members were abolished and a single Commissioner put in charge of the enforcement of the laws relating to wrestling and boxing matches.

---

MARYLAND RACING COMMISSION

Location: Baltimore  
Average Staff: 6  
Approximate Annual Expenditures: \$20,000  
Annual Salary Expenditures: \$10,000

Functions:

The Commission was created by the General Assembly in 1920 to license persons or corporations conducting horse-race meets at which prizes, awards or stakes are paid the winners, to specify the dates for holding meets at the various tracks, to prescribe rules and regulations under which races should be conducted, to regulate betting, prices of admission, and stakes or prizes, to approve salaries and agreements made by the owners of race tracks with their employees, to approve improvements made to buildings and grounds and to examine the

books of account of the various race tracks and prescribe the manner in which they should be kept. It collects and accounts for license fees and taxes and authorizes races at county fairs and agricultural exhibits.

The Commission was not organized until last July and has not yet been able to assume all of the authority provided for by law. Annual reports are to be made to the Governor annually.

#### Organization:

The Commission consists of a Chairman and two Commissioners, the former receiving a salary of \$4,000 per year and the latter \$3,000. A Secretary and a stenographer handle the correspondence and clerical work, with the exception of the auditing of the accounts of the various race tracks, for which an outside firm of auditors has been employed. The Commission also appoints employees to supervise the conduct of races, the condition of buildings and grounds, and the examination of accounts and records maintained at the various courses. The salaries of these employees are borne by the track at which they are working. Daily reports are made by them to the Commission.

#### Expenditures:

The Commission necessarily expends but a small fraction of the fees it collects. Half of the \$20,000 appropriation for 1921 is being expended for salaries.

#### Comments and Suggestions:

The Commission imposes and collects a tax of \$6,000 before granting a license to hold a meet. In addition, it collects a 15% tax

of the net receipts of the various tracks. These funds are deposited in a bank account in the name of the Commission, and the funds are transmitted semi-annually to the State Treasurer. The law provides for a report to the "State Auditor". Presumably the State Comptroller rather than the Auditor was intended by the law. More than \$400,000 had been collected by January, 1921, none of it having been transferred to the State Treasurer. Monies collected by the Commission should, however, properly be turned over promptly to the state treasury rather than being held for a period which may be as long as six months. It may be necessary to amend the law to provide for this.

Aside from application forms, the Commission has little use for extensive office forms. The reports made by its field employees are copies of the records maintained at the tracks. The work of the Commission would be simplified if a simple, uniform, record-keeping and accounting procedure were prescribed for the use of the various race tracks.

At present the reports received from the track are rolled up and filed in a steel filing cabinet. The secretary of the Commission is of the opinion that these need not be preserved. If this is not the case, which is questionable, they should be placed in binders so that they may be more easily accessible and maintained in better condition.

In the event that the various state offices are brought together in a central office building, as is suggested elsewhere in this report, less office space will be required by the Commission because meetings of the Commission can be held in a board room used in common with other boards. At the present time the Racing Commission occupies

two large rooms and has more than enough space for its needs.

Allocation under Proposed Consolidation Plan:

The Racing Commission should become one of the bureaus of the proposed Department of Commerce, which will be concerned with the regulation of various kinds of business activities. From an administrative point of view, there appears to be no good reason why one Commissioner could not direct the work much more effectively than three, at a saving of \$6,000 in salary. Now that policies have been mapped out and rules and regulations formulated for the control of horse-racing in Maryland, it would appear that a single Commissioner is all that is needed. On the other hand, it may be necessary that the Commission be permanently retained in order to guarantee thorough-going public support to the work of the Commission.

It is possible that the supervision of athletic matches could be allied with that of horse races in setting up the proposed Department of Commerce, and one rather than two bureaus provided.

---

## MARYLAND STATE BOARD OF CENSORS

Location: Baltimore  
Average Staff: 5  
Approximate Annual Expenditures: \$15,000  
Annual Salary Expenditures: \$11,908

### Functions:

This board, usually known as the Motion Picture Censors, was created in 1916 to supervise the examination of all films, reels, or views to be exhibited or used in the state; to approve such films, reels, or views as are moral and proper, and to disapprove such as are sacriligious, obscene, indecent, or immoral, or such as tend in its judgment to debase or corrupt morals. The Board is required to place its official seal upon all approved films and furnish a certificate in writing to exhibitors. An annual report of meetings, examinations, prosecutions, and expenditures is made according to law to the Governor.

### Organization:

The Board consists of three members appointed by the Governor for a term of three years. The Board selects a Chairman, Vice-Chairman, and Secretary from its own members. A clerk, motion picture machine operator, an inspector, an office boy, and a janitor, reporting directly to the Secretary, are also employed.

### Expenditures:

The last Legislature appropriated \$11,908 for salaries and wages for the years 1921 and 1922. Each Board member receives \$2,400. \$2,920 was also appropriated by the last Legislature for expenses in 1921 and a like amount in 1922, no one item of which is particularly significant.

All salaries and expenses are paid from the proceeds of fees for censoring original and duplicate reels, from the sale of substitute reels, and from fines, the total of which from the present tendency will reach \$30,000 in 1921. The surplus existing at the end of the year is paid over to the State Treasurer.

Comments and Suggestions:

Films are presented for censoring by film exhibitors located principally at Washington. To avoid complications which have arisen in the past, the Board has worked out an elaborate system of filing applications for censoring, permits, orders for eliminations and rejections, and reports of inspections and prosecutions. The entire time of the clerk is consumed with keeping up these files which, due to the pressure of work, are not always complete and accurate. It is believed that simplification could be effected in order to lessen the present work but that on the other hand a number of statistics and data which would be of use not only to the local Board but to other state boards could well be worked up if additional clerical help were provided.

The Chairman and Vice-Chairman each devotes approximately four hours per day to the work of viewing and censoring films and giving testimony in the case of prosecutions. The Secretary devotes practically her entire time to the work of the Board. Continued opposition is met from motion picture producers and exhibitors, all tending to discredit its work. As a result of this, numerous decisions of the Board are questioned and while one member may pass on a film, it is necessary that the case be reviewed by at least two members. In this way some unavoidable duplication of effort exists.

Difficulty is always experienced in securing suitable quarters for the Board due to the fire hazard. The Board now has suitable quarters but should be housed in a fireproof building if such were available.

An inspector is employed in Baltimore City for the purpose of visiting moving picture theatres to determine whether all films exhibited have proper seals. This inspection is supplemented by voluntary inspectors who render periodic reports. Other sections of the state are served entirely by voluntary inspectors, there being no definite check on all theatres in the state to insure absolute compliance with the law. Some form of cooperation by the Board and the police authorities of the state, counties, and cities should be instituted whereby censorship would be made complete.

If the state is to continue the censorship of motion pictures, adequate appropriations should be made for the work in order that it may become thoroughly effective. Under the present operation of the Board, useful revenues accrue to the state, over and above the expense involved. The revenues would doubtless be considerably larger if a larger inspectional staff were provided, and the Board were able to oversee motion picture houses in all parts of the state. It is interesting to note, however, that only about five of the states are engaged in motion picture censorship. Pennsylvania expends about three times as much as Maryland, which ranks second in the amount of its expenditures for this purpose.

#### Allocation under Proposed Consolidation Plan:

The function of motion picture censorship should be placed

under the proposed Department of Commerce, a Bureau of Motion Picture Censorship being created. The plan of a Board of three members should be continued, but the Chairman of the Board should serve as chief of the Bureau and be responsible to the Director of the Department for its efficient operation. The Chairman's salary should be increased in order that the full time of an able executive may be demanded. The other two members of the Board could be retained in a part-time capacity, be relieved of administrative details, being called on largely to review and pass on films. On the other hand, their salaries might be slightly raised and they might be called on for full-time work under the direction of the Chairman, and be required to assist in the field inspectional work of the Bureau.



AGENCIES CONCERNED WITH LABOR

State Industrial Accident Commission  
 State Board of Labor and Statistics  
 Board of Boiler Rules

---

STATE INDUSTRIAL ACCIDENT COMMISSION

Location: Baltimore  
 Average Age: 36  
 Approximate Annual Expenditures: \$87,000  
 Annual Salary Expenditures: \$44,000

History and General Functions:

The State Industrial Accident Commission was created in 1914. Subsequent changes in the Workmen's Compensation Law were made in 1916 and 1920. The Commission administers the Workmen's Compensation Law and the State Accident Fund, recommends to the Board of Public Works investments of surplus funds, and acts as custodian of bonds filed by self-insurers. An annual report is made to the Governor giving in some detail the statistics of accidents occurring, of claims awarded, and of the financial condition of the State Accident Fund. Monthly financial reports, together with money collected, are transmitted to the Comptroller and Treasurer.

Organization:

The Commission consists of three members, one of whom is designated as Chairman, appointed by the Governor for a term of six years.

There are three main divisions of the organization, the

Secretary's office, the Claim Department and the State Accident Fund. The Secretary supervises the largest staff of employees, about fifteen, all clerks and stenographers engaged in general office and record-keeping work. The Claim Department is headed by a Director and Examiner and is engaged in preparing, investigating, and passing upon the validity of accident claims. The State Accident Fund is supervised by a Superintendent who is assisted by five clerks, and by two employees engaged largely in inspectional work.

#### Expenditures:

Approximately half of the State appropriations are expended for salaries, the only other outstanding item of expenditures being that for rent, \$5,700 per year.

#### Comments and Suggestions:

Description of Accident Report and Claim Procedure: Whenever an accident occurs in an industrial establishment the employer involved is required to transmit a report of the injury on a prescribed form to the Commission, more than 50,000 accident reports being received each year. Claims for compensation are then made by the employee. In the event that the claim of an employee is contested by his employer, the case comes before the Commission for a hearing and the rendering of an official opinion as to the amount of the award that should be paid the employee. The plaintiff may appeal his case to the Court of Appeals if he so desires, the court notifying the Commission of its decision, which of course is final.

Filing Procedure Can be Simplified: Reports of accidents

received by the Commission are serially entered on white index cards, which are filed by the name of the individual concerned, while the accident reports themselves are filed by number. When a claim is made by an injured employe a blue card is prepared so that the card file will readily show those accidents on which claims have been filed. When the claim is filed it is serially numbered and the accident papers relating to it are attached, the papers being again filed numerically. Another index card is also prepared for each claim and filed by the name of the individual making the claim. When papers relating to a particular case are desired, the accident index is first referred to. If a blue card is found it indicates that all papers will be found in the claim file, and if a white card is found, all papers will be found in the accident file.

There appears to be no particular use for the card index of claims, except that the claims have a different serial number than the related accident reports. The filing procedure could be simplified and considerable time saved if some of the indexes were eliminated and the accident reports and claims filed alphabetically, in separate files.

In addition to these two files there is also maintained a docket of the claims. This docket is said to be necessary for the purpose of compiling the annual report of the Commission and doubtless simplifies the work of compiling the report, but it would appear to be illogical to have one clerk do nothing else but post this docket every day in the year, inasmuch as compilation of essential figures at the end of the year, perhaps with the elimination of some of the less

essential statistics, could doubtless be accomplished in much less than the present two hundred working days required of this clerk.

The use of punch cards for mechanical tabulation in connection with the receipt of accident reports and claims suggests itself. Moreover, this procedure would furnish a permanent statistical file from which could be drawn off as needed valuable information of use in shaping the policies of the Industrial Accident Commission.

Claims on which an appeal is made are filed in the Secretary's office. These claims are again indexed on cards. As a result of this additional file, papers may be found in any one of three places. There appears to be no good reason why the three files cannot be centralized, with a reduction in the clerical staff required, and quicker reference to papers when they are needed.

The State Accident Fund Files: The Fund, which is operated independently from the awarding of claims, conducts its affairs in practically the same manner as an insurance company. It differs, however, in that all of its business comes to it voluntarily. Considerable improvement is possible in the record-keeping and filing procedure. The forms in use can be bettered and the files simplified. General correspondence files containing copies of invoices paid by insurers and of other papers relating to policies are maintained, the filing system being numerical. A file of claims, also numerical, is kept. Two sets of index cards, which tie up with the claim and correspondence files and with each other, are maintained. The first is made up of cards showing the employers to whom policies have been issued, and the second showing the employe to whom claims have been paid or refused. It would seem

advisable to consolidate the correspondence and claim files so that all papers relating to a certain policy may be found in the same place, although separate pockets could of course be used to contain the different papers.

Accounting Records in Bad Shape: A brief examination of the books and other accounting records of the State Accident Fund showed that these have not been well maintained. The present Superintendent has been in charge for only a year and has been unable in that time to correct the carelessness of the preceding five years which he discovered upon his entrance into office. Upon taking up his work he discovered that large amounts of premiums remained unpaid and as a result of this much of his time in the past year has been taken up with the collection of money due the State Accident Fund by self-insurers. The records support the superintendent's assertion. For example, one card was noted which showed that the original premium was paid in 1917 but that nothing had been paid since that time until the present Superintendent obtained a payment in 1920.

The books of account appear to be properly designed but have never been closed since they were opened in 1914. In consequence the surplus account of the State Accident Fund shows but \$15,000 whereas the actual surplus accumulated to date is nearly \$500,000. Steps are being taken by the Superintendent to close out the various income and expense accounts in order that the books will show the actual financial condition of the Fund.

There is a great deal of work involved in bringing the accounts and records of the State Accident Fund up-to-date and many

months will necessarily elapse before the work is completed. In the course of time the present Superintendent will no doubt put the affairs of his office on a business-like basis, but his administrative work will necessarily suffer in the meantime. In the end, money would be saved and the office routine put on a normal basis much more quickly if temporary assistance were provided.

Office Space: The Commission rents eleven rooms, comprising the entire wing of one floor of the Equitable Building in Baltimore. It is probable that some rearrangement of the space in use could be made with a resultant saving of rent. Particularly will this be possible if a program of bringing together the officers of the various state departments into a central office building is followed, for in that case, it would be unnecessary for the Commission to have a hearing room for its exclusive use. The present room is used not more than one hundred fifty days in every year and there is no reason why arrangements could not be made with some other Board or Commission to utilize a joint hearing room.

Better supervision and more effective work would also result if some of the partitions at present subdividing the Commission's offices were to be removed, more in accordance with the practice of private commercial enterprises.

State Accident Fund should Solicit New Business: At the present time the appropriations made to the State Accident Fund are too small to permit of the employment of a solicitor. By creating this fund the state committed itself to a policy of competition with privately operated insurance companies. Having done so, it should further concern

210

itself in order to make its work in this field thoroughly successful. Economical and profitable operation of an enterprise of this kind can only be had if an adequate volume of business is handled. At the present time the state does not receive the most desirable part of the industrial accident insurance business. It employs no solicitor and naturally gets the business which the other firms do not care much about having. Appropriation should be made for the employment of one or more solicitors in order that the volume of business handled may be materially increased and the fund more economically operated.

In this connection, it should be noted that an organization such as the Industrial Accident Commission cannot anticipate the amount of business it will do from year to year, and should therefore not be tied down as rigidly by budget requirements as some other state departments. Provision should be made for the appropriation of a contingent fund to be expended with the approval of the Governor so that if the volume of business materially increases and new employees are needed, they may legally be added. The Commission is of course self-sustaining in its various activities and in addition has accumulated a surplus of about half a million dollars in the State Accident Fund.

Summary of Recommendations: The following matters should, it is believed, receive the consideration of the Commission:

1. The possibility of simplifying the records, files, and other office procedure, and the urgent need for bringing the accounts of the State Accident Fund up-to-date, outside assistance being considered in this connection.
2. The employment of a solicitor in order to increase the amount of insurance handled by the State Accident Fund.

3. A more effective and economical rearrangement of office space.

Allocation Under Proposed Consolidation Plan:

The close relationship between the work of the State Industrial Accident Commission, and the State Board of Labor and Statistics should be recognized by the consolidation of these two agencies to make up a Department of Labor. In a number of states, notably Illinois, Ohio, California, Nebraska, Idaho, and Wisconsin, consolidated labor departments are in effective operation. Other states are considering such agencies.

From the nature of the Industrial Accident Commission's work there appears to be no good reason why the administrative details could not be handled by the chief of a workmen's compensation bureau in the proposed Department of Labor, who would serve as Chairman of the Commission. He should receive a minimum salary of about \$5,000 per year, his two associates, who would be required to devote much less of their time to the hearings of the Commission, receiving not more than \$2,500 per year. The Commission, in so far as its judicial functions are concerned, should be entirely independent of the director of the Department of Labor. The latter, however, through the bureau chief and chairman, should have supervision over the general administrative work of the bureau.

---



## STATE BOARD OF LABOR AND STATISTICS

Location: Baltimore and Cumberland  
Average Staff: 30  
Approximate Annual Expenditures: \$50,000  
Annual Salary Expenditures: \$37,000

### History and General Functions:

This agency was created by the legislature in 1918. It took over the Bureau of Statistics and Information, and the offices of the Ten Hour Law Inspector, the Mine Inspector, and the Boiler Inspectors. The same act abolished the Bureau of Immigration and did not transfer its functions to the Board of Labor and Statistics.

The functions of the Board are to enforce the various labor laws of the state, including those regulating the employment of women and children, and those providing for factory and mine inspections, and to advance the interests of labor through mediation and conciliation of strikes, statistical studies, and the furnishing of information concerning labor conditions.

### Organization:

The two advisory members of the Board of three have little part in the administration of its work, leaving the active direction of affairs to the Chairman. The largest group of employees are in an inspectional and clerical division concerned entirely with the regulation of working conditions. The twenty-five employees in this division constitute the heart of the organization and are under the immediate direction of the Assistant to the Chairman. Two boiler inspectors and a mine inspector report directly to the Chairman of the Board. His supervision over them

however, has been largely nominal.

Expenditures:

Of the total appropriation of \$51,790, about \$37,000 is expended for salaries. \$4,000 is appropriated for printing and \$3,000 for rent.

Comments and Suggestions:

Offices and Equipment: The main offices of the Board are located on the third floor of an old building at St. Paul and Saratoga Streets in Baltimore, the lower floors of which are occupied by the Motor Vehicle Commissioner. It maintains a branch office in Cumberland and shares an office with a physician in Hagerstown. The office space in Baltimore cannot be used to the best advantage, although some improvement might result from a rearrangement of the space. The furniture and files are somewhat antiquated and there is a marked absence of mechanical tabulating or other statistical equipment, such as one might expect to find in the office of a statistical organization.

The Statistical Work: Those statistical tables prepared by the Board's staff and printed in its annual report have to do with the issuance of working permits to children, the regulation of the employment of women, and the inspection of industrial establishments. The selection and value of some of these tables may well be questioned. Statistics are worth the time and expense of compiling them only when they are of practical use. For example, it is difficult to conceive any great popular demand for statistical tables showing the length of the

lunch period in certain mechanical, printing, baking and laundry establishments, or of tabulations showing the number of child labor permits issued month by month, or of statistics showing the number of newsboys and other street traders licensed in the state and classified according to age. The law requires the Board to collect information in regard to the manufacturing industries of the state, in regard to railroads and shipping and agriculture. The report gives tables showing the number of employees engaged in various kinds of industries, but there are no tables indicating the average wage paid in those industries, nor the value of the products produced. It might be expected that the Board would be able to furnish extensive information concerning, for example, the average wage paid machinists in Maryland, or useful data relating to bricklayers, teamsters, doctors, or dentists or any other vocations. Tables appear in the Board's report giving information about railway earnings, salaries and wages, but these are figures relating to the nation and not to Maryland. Similarly the only agricultural information which can be found in the volume for 1919 was reprinted from Federal reports. Figures are presented on casualties in the American Army during the war, and on national coal, iron, and oil production, none of which, however, indicate the part which Maryland played in connection with them.

The statistics compiled are posted daily to a tabulation sheet, which is in turn once a month posted to an annual sheet. The totals being carried forward from month to month it only is necessary at the end of the year, to add the monthly totals in order to arrive at

238

a grand total for the year. In this connection, it is suggested that instead of having these records on loose sheets that post or clip binders be provided for filing them so that they may be kept clean and in better condition. If the Board engages on original statistical work, in addition to that now undertaken, and such work ought to be undertaken if the evident intent of the law is to be carried out, additional equipment will have to be provided.

Routine Work Devolves upon Chairman: The Chairman of the Board is said personally to keep the accounts of the Bureau. During his absence from the office, no one is able to furnish any information concerning the finances of the Board. A large portion of the Chairman's time is also given the first of every year to relatively minor details in connection with the preparation of the annual report. Arrangements should be made to relieve the head of the organization of administrative details such as these in order that he may devote more time to larger problems.

The Annual Report: The 1919 report of the Board was a printed volume of more than 250 pages. An effort seems to have been made to put into printed form as much material as could be published within the limits of the appropriation allowed for printing. The report concerns a lot of material which no one would probably expect to find in the report of such a bureau. This in itself might be justified if the material were so arranged as to be apparent from an index what was contained in the volume. Without a careful study of the entire book, however, one cannot determine what it contains. Much of its content is a duplication of sections of federal statistical reports and of the

### Maryland State Manual.

Among other material, 22 pages are devoted to the proceedings of an international labor conference with which the State of Maryland had no particular connection, except that the Chairman of the Board attended the meeting. Ten pages are devoted to a report on the cost of living obtained from the Federal Bureau of Labor and Statistics, the only mention of Maryland being a single reference to the cost of living in Baltimore. There are articles on the attendance at the public baths in Baltimore City reprinted from the Municipal Journal. The report contains a list of 181 inquiries for information received during the year and it is interesting to note that a large majority of requests for information were for data which was untouched in the Annual Report.

The excellent study of children made by the Board's psychiatrist is an example of the kind of material which could better be printed separately. Specialized material of this nature can be distributed to those persons interested at considerably less expense than is involved by sending a 350 page report to everyone who asks for any kind of information.

It is therefore suggested that reports of labor conferences and other information copied from other publications, unless it is of peculiar significance to the state rather than to the nation, be eliminated from future reports, that special articles of interest only to a particular class be separately printed and consideration be given to the elimination from the report of certain of the statistical tables which are of limited or of doubtful value to persons interested in labor problems. The summary of articles about the various state departments

should also be omitted because of duplication with the State Manual, though some of the material in the report and not contained in the Manual should be printed in the latter volume in the future.

Mine Inspection: The present inadequate regulation of the mining industry in western Maryland prompted the appointment of a special commission to revise the mining laws of the state. Not only is one inspector unable to handle the work but the laws and regulations relating to the mining industry are ineffective. In order that the work of this commission might be coordinated with the survey on which this report is based a conference was held in which it was suggested to the Commission that a Division of Mine Inspections be created under the present Board of Labor and Statistics, eventually to be made a division of the Bureau of Inspections under the proposed Department of Labor. It was further suggested that a mining engineer or else a practical man of high caliber with extensive experience in mining operation be placed at the head of this Division, there to be responsible for the enforcement of mine regulations, the conduct of prosecutions, the formulation of regulations and the making of recommendations for safe and economical mine operation. Two mining inspectors were suggested to work under the direction of the chief of such a bureau, these inspectors to be practical miners with such additional qualifications as might be deemed necessary. The inspectors should receive approximately the maximum rate of pay for coal miners in Maryland. The present mine inspector should be given an opportunity to qualify for appointment to one of these positions of increased responsibility, under the provisions of the merit system.

Summary of Suggestions:

The comment on the Annual Report of the Board is in a sense a comment on the entire work performed by this agency. It is not at all a criticism of the interest or enthusiasm of the Chairman or the staff of the Board of Labor and Statistics. It is probable, however, that too much time has been devoted to the preparation of statistics which are of less value than others might be. A reconsideration of the statistical work of the Board and its extension in more useful fields is highly desirable.

Careful consideration should also be given by the Board to the rejuvenation of the free employment service formerly maintained by the state, now that the Federal Government has abandoned this work. If Baltimore City continues to provide an employment service, the need for such a state service is however considerably diminished. It is understood that the employment office recently opened by Baltimore City is a temporary venture. Another related function worthy of the Board's attention is that of encouraging immigrants landing in Baltimore to settle in Maryland. Such work will make this agency a more valuable asset to the state.

Allocation under Proposed Consolidation Plan:

The functions of the Board of Labor and Statistics should be assigned to the proposed Department of Labor, the Board being superseded. Several states have already established central departments of labor and others are considering such a step. The statistical work of

the Board should be merged with the statistical work of the Industrial Accident Commission and a Bureau of Statistics created with the Department of Labor. Other bureaus in the new department would be the Bureau of Workmen's Compensation, and the Bureau of Inspections.

Without a Department of Labor no effort can be made to view the labor problem as a whole and to coordinate the activities of the state agencies concerned with labor problems.

---

#### BOARD OF BOILER RULES

##### Functions:

The Board of Boiler Rules was created at the last session of the legislature to formulate and enforce rules and regulations governing the proper construction and installation of boilers for more than fifteen pounds to the square inch pressure. The Board was also charged with the development of rules to conform to the boiler code of the American Society of Mechanical Engineers, in so far as possible. The Board has been engaged in formulating such rules and regulations and has prepared a code which is being put into effect.

##### Organization:

The membership of the Board is entirely ex-officio, con-



sisting of the Chairman of the State Board of Labor and Statistics as chairman and the Attorney-General and the Chairman of the State Accident Commission as members. The boiler inspectors under the Board of Labor and Statistics, at present engaged in inspecting boilers in Baltimore City only, are to be used for enforcing the provisions of the boiler code. Other inspectors may also be appointed by the Board, insurance men already taking advantage of this opportunity.

#### Expenditures:

No appropriations have been made to the Board. The law provides that the Board may make its own rules concerning inspection fees, which fees shall be accounted for to the proper state authorities. Commissioned inspectors receive no pay but participate in the fees collected.

#### Comments and Suggestions:

Since the law has made the rules and regulations of the Board effective as of January, 1921, it has scarcely begun to function as yet, being still engaged in perfecting its rules and procedure.

There is nothing in the law to indicate that this Board was intended as a temporary agency. It was undoubtedly necessary to appoint a special commission of this kind to establish a boiler code, but there is no reason whatsoever why it should be continued as an independent state agency. The code once established can be amended from time to time by the General Assembly, upon the recommendation of the Board of Labor and Statistics and the Boiler Inspectors, and the enforcement of the code can be left to the Board of Labor and Statistics.

Allocation under Proposed Consolidation Plan:

As soon as the Board has completed its work of drafting a boiler code, it should be abolished and its inspectional functions transferred to the Bureau of Inspection of the proposed Department of Labor.

# AGENCIES CONCERNED WITH EMPLOYMENT AND VOCATIONAL REGISTRATION

State Employment Commission  
 Barber Examiners, State Board of  
 Chiropody, State Board of Examiners of  
 Chiropractic Examiners, State Board of  
 Dental Examiners, State Board of  
 Engineers, State Board of Examining  
 Examiners and Supervisors, Board of (Electrical)  
 Homeopathic Examiners, State Board of  
 Horseshoers, Board of Examiners of  
 Medical Examiners, State Board of  
 Moving Picture Machine Operators, Board of Examiners of  
 Nurses, State Board of Examiners of  
 Optometry, State Board of Examiners of  
 Osteopathic Examiners, Board of  
 Pharmacy, Maryland Board of  
 Plumbing, State Board of Commissioners of Practical  
 Public Accountants, Board of Examiners of  
 Undertakers of Maryland, State Board of  
 Veterinary Medical Board, State.

## STATE EMPLOYMENT COMMISSION

Location: Baltimore  
 Average Staff: 4  
 Approximate Annual Expenditures: \$25,000  
 Annual Salary Expenditures: \$14,000

### Functions:

The State Employment Commission operates under a law passed by the last Legislature. There is a single Commissioner. The law has many advanced features and is one of the most practical civil service acts in force in the country. Some of the outstanding features of the law are the single Commissioner mentioned above; the power given to the Governor to bring into the classified service positions exempted by the statute which when once brought in can not be taken out of the

classified service except by legislative action; mandatory provisions for the classification of positions in the classified service on the basis of duties, responsibilities, and qualification requirements; provisions under which the facilities of the Commission are made available upon request to municipalities, counties, and judges of courts; provisions under which demotions as well as removals can be effected; provisions requiring temporary appointees to be qualified persons and allowing the Commission to certify them with or without examination; and the absence of non-competitive groups of positions. The law is also noteworthy in the discrimination shown as between principles and administrative machinery; explicit statements of the principles upon which the merit system is based occur in various sections but the administrative machinery and the exact procedure are left to be covered by the rules of the Commission. In the same way it is made the duty of the Commission to work out a system of efficiency ratings for individual employees and to report to the Governor and appointing authorities findings with regard to the efficiency of employees with recommendations for increased efficiency and economy. The law leaves something to be desired with regard to compensation, though the section requiring the Commission to report to the Governor standard schedules of compensation together with the basis therefor implies that this matter will be taken care of by future legislative action. The requirement that five names be certified when vacancies are to be filled is not in accord with modern civil service thought nor with the standard practice, and the law would be improved if the number were reduced to two, three, or best of all, to one (in the case of temporary employees the law pro-

vides now that only one name be certified to the appointing authority).

Organization:

In addition to the Commissioner and the Secretary and Chief Examiner, the employes are a Chief Clerk, two Senior Stenographers, and a part-time Telephone Operator serving in conjunction with the Central Purchasing Bureau.

Expenditures:

The appropriation for each of the years 1921 and 1922 is \$20,000.

Comments and Suggestions:

Perhaps the most important feature of the administration of the Merit System Law up to this time is the promptness with which the mandates of the Legislature have been carried out and the quickness with which advantage is taken of the various sections encouraging or permitting the exercise of employment functions in accordance with modern ideas in the public and private field. The Commissioner was appointed October 1, 1920. Immediate arrangements were made for the classification of the positions in the classified service, the writing of a modern set of rules, and the establishment and installation of simple but effective office procedure. The classification was completed late in December as was the writing of the rules; owing to the legal notice required and to a slight delay in getting an experienced Secretary and Chief Examiner, it was thought best not to start operating except informally until February 1, 1921. On that date, however, the new system went into full effect and already tests have been held, eligible lists established, certifica-

tions made, payrolls checked promptly and regularly, complete records of the personnel of the service established, and the purposes of the law in general fully realized. Plans are under way also for the early establishment of a system of efficiency ratings and the Commissioner has at hand ready to place in the Governor's hands his recommendations with regard to standard schedules of compensation for each class.

If measured by the usual standards, the feat of getting the merit system into effective operation in such a short time is an outstanding one all too often not accomplished so quickly or with so little friction when a new commission is established. Even in the short time since February 1 appointing authorities have been with very few exceptions convinced that the new system will relieve them of many personnel matters which they were poorly equipped to handle, and render them effective service by leaving more of their time free for operating problems.

Quarters have been rented at 22 Light Street. In addition to the reception room used jointly with the Central Purchasing Bureau, there is an office used by the Secretary and Chief Examiner and a large room for the other employees with one end partitioned off. The space is really greater than is required for present purposes and the lay-out is not the best, owing to the fact that all callers must pass through the office of the Secretary and Chief Examiner. This can probably be overcome by a slight rearrangement.

There seems to be some doubt as to whether the telephone problem has been dealt with most effectively. There is a private exchange used by the Central Purchasing Bureau and State Employment

Commission and, as stated above, the latter pays the operator half of her salary (this amounts to \$840 a year). There are three lines from the service board to the three rooms of the Commission. The number of telephone calls, however, is not large and the only result of the interposition of the Telephone Operator is a slowing up of the service. Two trunk lines to the office of the Commission (the one in the large room with an extension) would give better service than the present arrangement, be cheaper as to the lines themselves, and eliminate the expense of the half salary of a Telephone Operator; in addition two trunk lines will take care of all needs that can be foreseen for a year or two in advance.

Excellent judgment seems to have been shown in the purchase and use of equipment and in the handling of examination work. In particular the examination expenses have been held to a minimum. Not only have state employees given their own services without additional compensation as is provided in the law, but the Secretary through all his excellent handling of the situation has been able to get hearty cooperation in the furnishing of both public and private buildings for examination purposes. Owing to the territory to be covered, the expense of holding examinations might easily become prohibitive but up to this time all questionable expenditures have been sedulously prevented.

On the whole there is little but commendation not only for the law itself but for the way in which it has been administered. The complaints from department officers with regard to the new system have been few and in no case serious and all have been promptly adjusted. The system of tests is in accord with the best modern practice, the public seems satisfied, and the type of eligibles secured has been high. The law has not been in effect long enough that positive con-

clusions can be drawn but the indications are that the administration of the Merit System Law will be such as to place Maryland in the front rank of public bodies in this respect within a very short time.

Allocation under Proposed Consolidation Plan:

Under the proposed consolidation, the office of the State Employment Commissioner would be brought together with the eighteen vocational and professional examining boards to make up a Department of Employment and Registration. The Director of the Department would continue substantially his present organization to administer the Merit System Law, a slight increase in the staff being required in connection with the licensing of occupations, however.

---

STATE BOARD OF BARBER EXAMINERS

Functions:

This Board was created in 1904 and charged with the examining and licensing of barbers and the inspection of barber-shops in order to insure their sanitary condition. Subsequent court decisions have modified the authority given the Board, so that its jurisdiction over barber-shops has been greatly restricted and its activities confined to the City of Baltimore. Most of the barbers outside of the city have never been certified by the Board.



Organization:

The Board is composed of three members appointed by the Governor for a term of two years. It has no employees and at present maintains no office.

Expenditures:

No appropriation is made by the state for the work of the Board, its revenues being derived from a fee of \$5.00 charged for examinations. Practically the only expense of the Board is the per diem of \$5.00 per meeting made to each of its members. Early this year there was due the members a total of \$315. For the year ending November 30, 1920, the receipts of the Board amounted to \$312.50, of which \$195. was paid to Board members and \$40. paid in salaries to deputies appointed to investigate the sanitary condition of certain barber-shops.

Comments and Suggestions:

The authority of the Board to license barbers throughout the state should be clearly defined by additional legislation. Its functions with reference to the inspection of barber-shops should be turned over to the Department of Health. Unless the work of the Board is merged with that of other vocational examining agencies, it will be impossible without considerable expense to enforce the provisions relating to the state-wide examination of barbers.

Allocation under Proposed Consolidation Plan:

Under the proposed plan of administrative reorganization, the State Board of Barber Examiners should be brought under the super-

vision of the proposed Department of Employment and Registration, its members being relieved of administrative detail. Members of the Board should be appointed for a four year term by the Director of the Department, subject to the approval of, and removal by, the Governor.

---

#### STATE BOARD OF CHIROPODY EXAMINERS

##### Functions:

This Board was created in 1916 to conduct examinations of, and issue licenses to, persons deserving to practice chiropraxy in the State of Maryland, to prosecute persons practicing illegally, and to revoke licenses for just cause.

##### Organization:

The Board consists of four members selected by the State Board of Medical Examiners, three of whom must be members of the Maryland Medical Association and one a member of the Board of Medical Examiners. They serve for a four year term. The Board has no employees, its clerical work being performed by its officers.

##### Expenditures:

Aside from a per diem fee received by the members for attending Board meetings, there are no expenses involved in the work of the Board. At the present time the Board has a balance of about

\$100.

Comments and Suggestions:

Examination fees of \$15.00 are paid by the applicants for licenses and \$10.00 additional is collected when the license is issued. A record of license fees is maintained together with a simple cash book of receipts and disbursements. No office is maintained, the offices of the Board members being used for examination purposes.

About two regular meetings are held every year, this proving adequate for the examination work involved. Only one chiropractist was licensed in 1920, two in 1919, and three in 1918. At present there are about 63 practicing chiropractists in the state.

Allocation under Proposed Consolidation Plan:

The functions of the Board should be exercised with other vocational examining activities by the proposed Department of Employment and Registration. The Board should be reduced to three members, who should be appointed by the Director of the Department, subject to the approval of the Governor. The power of removal should be left to the Governor.

---

STATE BOARD OF CHIROPRACTIC EXAMINERS

Functions:

This Board was created at the last session of the leg-

islature to license and examine chiropractors and establish rules and regulations governing chiropractic practice, and to revoke the licenses of persons guilty of malpractice.

Organization:

It consists of three practicing chiropractors who elect a president and secretary-treasurer from their own members. The Board has no employees nor does it maintain an office.

Expenditures:

The Board has not been in existence long enough to render any financial reports to the State Comptroller but it is doubtful whether it can be made self-supporting. There will be no expenses of any consequence however, except the \$5.00 per meeting and railroad fare which is paid the members. Applicants for license are charged \$10.00 for the examination furnished them and \$15.00 when a license is awarded. A renewal fee of \$10.00 per year is also charged.

Comments and Suggestions:

About eight chiropractors who had been practicing in the state for five years previous to the passage of the law were licensed without the necessity of taking an examination. Several others were required to take the examinations, there being at present about twelve licensed chiropractors in the state.

Simple records of license fees and applications and of cash transactions are all that are required. An annual report is required to be made to the Governor.

Allocation under Proposed Consolidation Plan:

The Board should be continued in substantially its present form but be placed under the jurisdiction of the proposed Department of Employment and Registration. Its members should be relieved of administrative detail and should be concerned only with holding examinations and with matters of policy.

---

## STATE BOARD OF DENTAL EXAMINERS

Functions:

This Board is one of the oldest licensing boards in the state, having been created in 1884. Subsequent acts have modified and extended the authority of the Board and in 1920 a new act governing the licensing of dentists was passed. The Board is charged with the licensing of persons qualified to practice dentistry and dental surgery in the state, the revoking of licenses for malpractice, and the enforcement of laws relating to licensing and registration.

Organization:

The Board consists of six members who must be registered practicing dentists of recognized ability, and who have held a degree of Doctor of Dental Surgery for at least five years. They are appointed by the Governor for a six year term. A president and secretary are selected from the members of the Board. An attorney is employed at a small re-

tainer fee to represent the Board in court cases. There are no other employees. No office is maintained.

#### Expenditures:

The annual report for the period ending December 1, 1920, showed receipts of \$1,350. for the year, with expenditures of \$1,971.44. The balance from the previous year, however, left a net balance of \$178. in the Board's treasury. Aside from the fees paid its members, \$25. per day being received by each member when attending Board meetings, there are no expenditures of any size required by the Board.

#### Comments and Suggestions:

A license fee of \$20. is charged by the Board there being no provision made for renewal. Temporary certificates are issued by the Board for \$5. each. A renewal fee should be charged in order that its revenues may be increased and in order that a more careful check may be made of practicing dentists.

No control is exercised by the state over the finances of the Board, which is a situation that should be remedied. Instead of revenues being turned over to the state treasury, provision is made in the law that any balance above \$500. should be turned over to the State Board of Health.

The Attorney-General of the state should handle the legal affairs of the Board rather than a special attorney.

#### Allocation under Proposed Consolidation Plan:

Under a plan of reorganization, the size of the Board of Dental Examiners should be reduced to three members and it should be placed

within the proposed Department of Employment and Registration. Members of the Board should not be expected or permitted to handle administrative details which should be left to the administrative office of the Department, but should concern themselves solely with examinations and matters of policy.

---

#### STATE BOARD OF EXAMINING ENGINEERS

##### Functions:

This Board was created in 1892 and charged with the examining of applicants for licenses as stationary engineers in Baltimore City, the issuing of licenses to applicants found competent, and the investigation of charges against engineers or property owners operating stationary engine equipment without proper licenses. Visits of inspection are made to most of the plants where engineers are employed.

##### Organization:

The Board consists of two stationary engineers appointed biennially by the Governor, each of whom shall have had not less than ten years of practical experience in running steam engines, boilers, and related equipment. A secretary is employed for part-time service to handle the clerical work of the Board.

### Expenditures:

No appropriations are made by the legislature to the Board, its revenues being derived from the examination of applicants. A fee of \$3.00 for an original license and \$1.50 for renewals furnishes an income of about \$1,000 a year. The financial statement for the Board for the quarter ending October 1, 1920, showed a balance to be divided between the Commissioners of \$857. The law provides that any amount accruing at the end of the year after the Commissioners have been paid a maximum of \$1,500 shall be returned to the State Treasury.

### Comments and Suggestions:

The Board meets usually twice a week for the examination of applicants and the transaction of other business. An office is maintained in connection with the office of one of its members, a nominal rent being paid therefor. Although this office is centrally located it has the disadvantage from the point of view of the public in that it is open only intermittently.

Records of licenses are maintained and cash receipts and expenditures are kept on the stubs of the Board's check book. Quarterly financial statements are made to the Comptroller as required by law.

The jurisdiction of the Board is at present confined to Baltimore City but should be extended to the entire state if the work of the Board is merged with that of other vocational examining agencies.

### Allocation under Proposed Consolidation Plan:

Under a plan of reorganization, the Board of Examining Engineers should be placed under the supervision of the proposed Depart-



ment of Employment and Registration, its size being increased to three members appointed by the departmental director with the approval of the Governor. The Board should be relieved of administrative detail and confine its attention to the examination of applicants for licenses.

---

#### BOARD OF EXAMINERS AND SUPERVISORS

##### Functions:

This Board, commonly known as the Electrical Commission, was created in 1906 for the purpose of examining into the qualifications and ability of persons engaging in the business of master electrician. It was charged with the issuance of licenses to successful applicants and the revocation of their licenses for just cause, as well as the adoption of rules and regulations for the installation of electrical wires and appliances in the City of Baltimore. The law restricted the jurisdiction of the Board to the city.

The Board is required to furnish to the Baltimore City Electrical Inspector a detailed statement of licenses issued, refused, or revoked. No report of any kind is required to be made to the state.

##### Organization:

The Board consists of five members appointed by the Governor for a term of two years, one to be chosen from nominations made by the Electrical Contractors' Association of Maryland; one from

nominations made by the Chief of the Municipal Electrical Inspectors, and one from nominations made by the Association of Fire Underwriters of Baltimore City. Two members must reside in Baltimore City but may be appointed without nominations being made to the Governor. All members of the Board are required to be practical electricians. The Board elects its own officers who attend to the clerical work, there being no employees.

#### Expenditures:

Besides from the \$5.00 which is paid each member for attendance at meetings, the Board has no expenditures of consequence except the rental of its office, which it occupies jointly with the Examiners of Moving Picture Machine Operators. Its revenues are derived from a license fee of \$25. and a renewal fee of \$10. per year.

#### Comments and Suggestions:

Members have always taken great interest in the affairs of the Board, at least a majority attending its meetings. The Board is required to meet at least once a month but actually meets about twice every week when there are candidates to be examined. At times the office is crowded with applicants because of the fact that the Board does not meet oftener. Aside from examination purposes, there is no real necessity of the Board to have an office of its own since the keeping of records of licenses and of receipts and expenditures is a simple matter. Arrangement could be made to obtain the use of one of the hearing rooms of another state department for the use of the Examiners and Supervisors in connection with their examination procedure.

The Board could also be relieved of practically all accounting work if arrangements were made with the State Comptroller to issue vouchers in payment of its obligations. In this connection the receipts of the Board should be deposited with the State Treasurer and appropriations made for the Board the same as any other state agency. The jurisdiction of the Board should be extended to provide for the licensing of master electricians throughout the state.

Allocation under Proposed Consolidation Plan:

Under a reorganization plan, the Board of Examiners and Supervisors would be placed within the proposed Department of Employment and Registration, the size of the Board being reduced preferably to three members. These should be concerned with examinations and with matters of policy and should not be burdened with administrative detail, which should be left to the Department.

The function of the Board relating to the enforcement of rules and regulations for electrical installation work should be transferred to Baltimore City, which already has its own electrical inspectors, in a sense duplicating the function of the Board of Examiners and Supervisors.

---

## STATE BOARD OF HOMEOPATHIC EXAMINERS

Functions:

This Board was established in 1888 at the same time that provision was made for the allopathic medical board. It is charged with the examination of applicants for licenses to practice homeopathic medicine, the issuance of licenses to successful applicants, and the revocation of them in case of malpractice.

Organization:

The Board consists of eight members serving for four years and designated by the Maryland State Homeopathic Medical Society from among its members. A president, secretary, and treasurer are elected by the Board, which has no employees.

Expenditures:

Aside from the \$15. per diem which is paid each member for attendance upon meetings of the Board, there are no expenditures of any consequence. Because of the small number of applicants, the Homeopathic Medical Board is not in as successful a financial condition as the allopathic board.

Comments and Suggestions:

Two regular meetings of the Board are held every year and special meetings are called when necessary. Because of the small number of applicants applying for license, very few demands have been made in recent years upon the members of the Board. The secretary maintains records of applicants, a roster of licenses, and makes annual

reports of the finances of the Board to the Homeopathic Medical Society.

The Board is performing a function for the state but the state has no control over its work at the present time. Increased supervision over the affairs and finances of the Board on the part of the state is desirable, and thoroughly in accordance with the best practice of other states.

Allocation under Proposed Consolidation Plan:

The Board should be placed under the proposed Department of Employment and Registration, under a plan of reorganization, a separate board being retained for the examination of homeopathic physicians, but its size should be reduced to not more than five and preferably three members. Members of the Board should be relieved of administrative detail and should be concerned only with examinations and matters of policy.

---

BOARD OF EXAMINERS OF HORSESHOERS

Functions:

This Board was created in 1906 to examine applicants for license as horseshoers and to prosecute persons shoeing horses without a license. Its authority was confined to Baltimore City and the twelfth district (Highlandtown) of Baltimore County.

Organization:

The Board consists of five members appointed by the Governor for a term of four years. It has no employees and maintains no office.

Expenditures:

No financial reports have been made by the Board for several years and in fact none are required by law. A fee of \$2.00 is charged for the examination of applicants but no legal provision is made for the disposition of fees collected. If any revenues remain after the expenses of examinations have been met, they are distributed among the Board members.

Comments and Suggestions:

Relatively few licenses are issued every year by the Board, which meets every few months for the examination of applicants. According to one of its members, licenses have been issued by individual members of the Board rather than as a body. From the statements of several of the Board members, there is an evident lack of cooperation among them, and it appears that a more active interest in the affairs of the Board on the part of the state administration is highly desirable.

Allocation under Proposed Consolidation Plan:

Under a plan of reorganization, this Board should be placed within the proposed Department of Employment and Registration, its members being relieved of administrative details and called on as needed in connection with examinations. Its membership should preferably be reduced to three.

---

## STATE BOARD OF MEDICAL EXAMINERS

Functions:

The statutes of 1886 provided for a Board of Medical Examiners, chosen from the members of the Medical and Chirurgical Faculty, to examine applicants for licenses to practice medicine and surgery in the state, to issue licenses to successful applicants, and revoke them in case of malpractice. The provisions and penalties provided by law have been amended with subsequent legislation, but the duties of the Board remained the same.

The Board is required to report only to the society from which it is selected, no reports or supervision being required by the state. The licenses themselves are issued in the name of the society rather than by the state.

Organization:

The Board consists of eight members serving for four years. No regular employees are retained except an attorney receiving a retainer's fee. Special examiners and clerical help are employed as needed.

Expenditures:

The state has never made an appropriation for the work of the Board. For the year ending March 31, 1920 the receipts of the Board amounted to \$5,145.10, derived from licenses. A balance of more than \$1,000 remained from the previous year. Out of the revenues \$800. was paid for the salaries of the president and secretary-treasurer, \$1,541.72 to Board members for per diem allowances and expenses, \$337.24

for office expenses and \$200. for rent. \$1,000 was donated to the Medical and Chirurgical Faculty for the liquidation of the building fund, leaving a balance on hand of \$1,926.15. The Board is thus more fortunate in its financial affairs than other vocational examining boards.

#### Comments and Suggestions:

The Board holds meetings twice a year at which applicants are examined, special meetings being held when necessary. Applicants pay a fee of \$15., although the law specified a fee of \$20. Reciprocal agreements exist with such states, a charge being made for reciprocal licenses. At present about 4,000 physicians and surgeons are licensed by the state. The secretary-treasurer keeps records of all applicants and of licenses issued. He also keeps the financial records and handles the funds of the Board.

The Board of Medical Examiners is engaged in administering a state function but is not required to submit to any supervision on the part of the state other than that its authority is restricted by the terms of the state laws. It should be made an integral part of the state organization and its financial and other affairs should be subject to the scrutiny of the state government. The general practice in most other states is to regard the boards of medical examiners as state rather than as private agencies.

#### Allocation under Proposed Consolidation Plan:

The Board of Medical Examiners should be placed under the jurisdiction of the proposed Department of Employment and Registration, its membership being reduced to five and possibly to three members. Its



members should be relieved of administrative detail and called upon only in connection with examinations or the formulation of policies relating to the licensing of practitioners. In that event there will be no necessity for the Board retaining its own individual office.

---

#### BOARD OF EXAMINERS OF MOVING PICTURE MACHINE OPERATORS

##### Functions:

This Board was created in 1910 to examine and license operators of moving picture machines and to exercise general supervision over their work in theatres and elsewhere. Its jurisdiction is confined to Baltimore City.

##### Organization:

The Board consists of three members appointed by the Governor for a term of two years. It employs no clerical or other assistance.

##### Expenditures:

The state makes no appropriations for the work of the Board and its total receipts, about \$1,200 per year, derived from examination fees, is inadequate to pay the per diem salaries of the Board members and to meet other expenses. Aside from the allowance which the members are supposed to receive, the only expense of any size is that of

paying one-half of the rent of the office used by the Board.

Comments and Suggestions:

The law requires the Board to be made up of representatives of three interests, the operators, the exhibitors, and the fire underwriters. Largely on account of this arrangement, the Board members have been in disagreement for some time, and the effectiveness of their work has been greatly handicapped. A case is cited where one of the Board members stopped the operation of a defective machine only to have its continued operation authorized by another member of the Board. The moving picture machine operators are strongly organized and another point of dispute arises from alleged efforts to confine the issuance of licenses to members of the union.

Applicants are charged \$10. for examination and license, a renewal charge of \$5.00 being made for each year thereafter. The Board meets about twice a month, there being further disagreement on this point, one member believing the Board should meet weekly, another believing that monthly meetings would be adequate. Although an office is maintained in connection with the Board of Electrical Examiners and Supervisors, little use is made of this office and it is difficult to locate members of the Board in that way.

Whether or not the Board is placed within the jurisdiction of a larger branch of the state government, the law should in any event be so amended as to provide for the appointment by the Governor of three men less interested in the motion picture industry. Only by having an unbiased agency of this kind will the best interests of the state be pro-

vided for. The membership of the present Board is now naturally not concerned primarily with the interests of the state, but more particularly with class interests. Furthermore, the jurisdiction of the Board should be broadened to embrace the entire state, although the licensing of operators could not be performed properly unless the vocational examining agencies were brought together under central control.

Allocation under Proposed Consolidation Plan:

The Board should be placed under the proposed Department of Employment and Registration, its membership made up of persons less closely associated with the motion picture industry than is at present provided. Members of the Board should be relieved of administrative detail, which should be left to the staff of the Department, the Board confining itself to the holding of examinations and the determination of matters of policy.

---

STATE BOARD OF EXAMINERS OF NURSES

Functions:

The Board was created by the General Assembly in 1904 to examine applicants for registration as nurses, to examine and approve applicants for admission to nurses training schools, and to issue certificates of registration to successful applicants.

Organization:

The Board consists of five members appointed by the Governor, for a term of three years, from a list recommended by the Maryland State Association of Graduate Nurses. The Board elects a president and secretary-treasurer from its members. An executive secretary is employed to handle the routine office work. Other part-time employees examine applicants for admission to the various training schools for nurses and inspect the work and activities of those schools.

Expenditures:

The total expenditures of the Board for the year ending June 30, 1920, were \$3,557.38, \$2,056 being expended for salaries. The Board has been much more fortunate in its financial affairs than most of the examining boards, and is to be congratulated in having at this time a surplus of nearly \$3,000.

Comments and Suggestions:

Regular examinations are held in the hall of the Medical and Chirurgical faculty in Baltimore, special examinations being held in other towns of the state as required. The Board maintains an office in this building at which are kept its files and records. Complete records of applicants for admission to the training schools and applicants for registration are maintained in thoroughly adequate fashion.

There are at present about 2,700 nurses registered by the Board, approximately 200 being added each year. An examination fee of \$10. is charged. The work of the nurses examining board is conducted much more effectively than most of the vocational examining boards of

the state. This is due largely to the interest shown in its work by the members of the Board, particularly by the President and Secretary-Treasurer, both of whom give much of their time.

Allocation under Proposed Consolidation Plan:

The Board should be continued although preferably reduced in size to three members, - a more effective working body - but it should be placed under the jurisdiction of the proposed Department of Employment and Registration. The staff of that Department should be entrusted with the supervision of administrative details and the keeping of records and accounts, and the board members should be required only to conduct examinations and formulate policies.

---

## STATE BOARD OF EXAMINERS OF OPTOMETRY

Functions:

This Board was established in 1914 and charged with the examination of applicants for certificates of registration as optometrists, the issuance of such certificates, and the revocation of licenses for just cause.

Organization:

The Board consists of five members appointed by the Governor for two years from a list of ten recommendations made from its

membership by the Maryland Association of Optometry. The Board has no employees, one of its members handling the clerical details of this work as secretary.

#### Expenditures:

No appropriations are made by the state for the work of the Board, its activities being financed from the receipts of registration fees. Applicants pay an examination fee of \$20. and a reexamination fee of \$15. in case of failure to qualify at two successive examinations. Registered optometrists pay an annual renewal fee of \$5.00.

Members of the Board receive \$10. for each meeting attended. Twelve regular monthly meetings are held and two semi-annual meetings for the purpose of examining applicants. The Board has no other expenses aside from the payments to its members, no office being maintained.

#### Comments and Suggestions:

A complete file of all registered optometrists in Maryland (about 240 in number at the present time) is maintained. Since the passing of a recent amendment to the law by which applicants are required to have had at least one thousand hours of study at a recognized school, the number of applicants has been reduced to about six per year.

The Secretary keeps a minute book of meetings held, and also maintains a cash book showing receipts and disbursements. An annual report of finances and activities is made to the Governor. The Board at the present time has about \$500. in its treasury. During the seven years it has been in existence the Board has done very effective work

453

in Baltimore, but it has naturally experienced difficulty in enforcing the registration law in other parts of the state because of its inadequate facilities.

Allocation under Proposed Consolidation Plan:

The board should be placed under the jurisdiction of the proposed Department of Employment and Registration, its membership preferably being reduced from five to three members, a more effective working group. Its functions should be confined largely to matters of examinations and policy determination, administrative details being left to the Department. Members of the board should continue to be paid for the time they devote to the work and should be appointed by the Director of Employment and Registration, subject to the approval of the Governor.

---

BOARD OF OSTEOPATHIC EXAMINERS

Functions:

This board was created in 1914 for the purpose of examining applicants for licenses to practice osteopathy in the state, to issue licenses to successful applicants, and to revoke licenses for malpractice. It is also charged with the enforcement of the laws governing the practice of osteopathy.

Organization:

The Board consists of five members appointed by the Governor from recommendations made by the Maryland Osteopathic Association. A president and a secretary-treasurer are selected from the members; there are no employees, and no office is maintained.

Expenditures:

Each member receives \$15. for each meeting attended, in addition to his expenses. The Board has no expenditures of consequence, aside from this item. A license fee of \$25. is charged when a license is first issued and there is no renewal charge.

Comments and Suggestions:

The Board has licensed about one hundred osteopaths since its creation, of whom about twenty are now residing in the state. Meetings are held regularly twice a year with special meetings as required.

The records of the Board are in a much muddled condition because of certain difficulties with the incumbent of the secretary-treasurership last year. A roster of license fees and applicants is maintained and simple records of accounts made. At present the Board has a balance of about \$38. on hand. An annual license renewal charge should be made by the Board.

Allocation under Proposed Consolidation Plan:

Under a plan of reorganization, the Board of Osteopathic Examiners should be placed under the jurisdiction of the proposed Depart-



ment of Employment and Registration, its membership preferably being reduced from five to three members. The staff of the Department should handle the administrative details involved in the Board's work, the Board members themselves being concerned only with examinations and questions of policy.

---

#### MARYLAND BOARD OF PHARMACY

##### Functions:

This Board was created in 1902 to control the registration of pharmacists and assistant pharmacists in the state, and to administer the laws relating to such registration.

##### Organization:

The Board consists of five members appointed by the Governor for a five year term, all of who must be pharmacists of ten years active experience. The Board elects its president, secretary, and treasurer. It has no employees.

##### Expenditures:

No appropriations are received from the state, the Board deriving its income from registration fees of \$15. for pharmacists and \$10. for assistant pharmacists. No renewal license fee is charged. Each member of the Board receives \$50. a year and his expenses while acting

on Board business. The secretary receives an additional \$200. Other expenses are negligible.

Comments and Suggestions:

Two regular meetings of the Board are required by law but about four examinations and four business meetings are held annually. About eighty licenses are issued per year. The annual report of the Board for the year ending May 31, 1920, showed that total fees of \$2,069 were collected for the year.

The affairs of the Board appear to have been conducted in a manner thoroughly satisfactory to the public and to the pharmacists of the state. The records of registration of applicants and the accounting records appear to be adequate. It would be desirable to have an annual charge made for the renewal of pharmacists' licenses.

Allocation under Proposed Consolidation Plan:

The Board of Pharmacy should be placed under the jurisdiction of the proposed Department of Employment and Registration, the Board being continued but preferably being reduced in size to three members. Board members should be relieved of administrative detail which should be left to the Department's staff, and should be required to concern themselves only with examining work and matters of policy.

---

## STATE BOARD OF COMMISSIONERS OF PRACTICAL PLUMBING

Functions:

The statutes of 1910 provided for the creation of the board commonly known as the "Plumbing Commissioners". This Board was charged with the examination of applicants for permits to practice plumbing in the state either as a journeyman or as a master plumber and to issue certificates of competency to applicants who pass the required test. The law provides for the renewal of licenses and their revocation on account of fraud or misrepresentation or because of incompetency.

Organization:

A Commission of five members, two of them ex-officio, is provided by law. The Board has no regular employees.

Expenditures:

Expenses of the Board, including the per diem allowance made to members for their services, are met out of the receipts of license fees. Members receive \$5.00 per meeting. Expenditures for the period from March 8, 1918 to January 28, 1920 - the period covered by the last report made to the Governor - were \$2,833.85.

Comments and Suggestions:

During the period covered by the last report thirty-eight regular meetings and fifty special meetings were held. During March and April meetings were held in Baltimore about twice a week. Meetings are held in other sections of the state when they are required.

A card record of each plumber in the state is maintained showing the date of issue of license and renewals. An effort has been made to keep track of apprentices entering the trade so that information may be had about them when they apply for license, but not much success has been had in this attempt.

An office is maintained in the Builders Exchange Building in Baltimore and arrangements have been made with a real estate board for the use of an adjoining room for holding examinations. It is seldom occupied, however, being used largely for board meetings. The office being closed most of the time, it is exceedingly difficult to get in touch with the board or its members, and comparatively little is gained by having a permanent office.

Of the five members of the Board, three must be practical plumbers from the City of Baltimore, one member a member of the State Board of Health, and the other the Commissioner of Health of Baltimore City. The ex-officio members are usually unable to attend the meetings of the Board and in fact there is no good reason why they should be on the Board.

#### Allocation under Proposed Consolidation Plan:

The Board should be brought under the jurisdiction of the proposed Department of Employment and Registration, its membership being reduced to three, who should concern themselves with examinations and matters of policy, the administrative details being left to the staff of the Department. Members of the Board should be appointed by the Director of the Department subject to the approval of the Governor but should be removed only by the chief executive.

## BOARD OF EXAMINERS OF PUBLIC ACCOUNTANTS

Functions:

The Board was originally created by the General Assembly in 1900, amendments being made to the laws relating to the certification of accountants in 1904 and 1916. The Board's functions consist of conducting examinations to determine the fitness of applicants for certificates as certified public accountants, to collect and account for fees, and make recommendations to the Governor for the issuance of a certificate to successful applicants. The Board is not authorized to make investigations or conduct prosecutions in cases of malpractice.

Organization:

The Board consists of five members, three of whom are certified public accountants, one a lawyer, and the fifth an economist designated by Johns Hopkins University. The Governor appoints the first four members. One of the Board members serves as secretary-treasurer and handles its clerical work, there being no employees.

Expenditures:

The Board has practically no expenses except the cost of issuing licenses, since all members of the Board serve without pay, its practice in this respect being different from other vocational examining Boards in the state. Fees of \$25. are charged applicants for examinations, \$10. being refunded if the applicant fails to qualify.

Comments and Suggestions:

Records of the Board are not maintained in any systematic

order, a natural consequence of the continual change in the position of secretary-treasurer and of the practice of not paying the members anything for their services. The clerical work is small in its scope and can be handled with a small amount of clerical assistance, but it is not fair to expect this assistance to be furnished by the accountant who is handling the business affairs of the Board.

The Board is not required to make annual reports to the Governor but must send a financial statement to the Comptroller once a year together with any surplus accumulated over and above \$200.

Allocation under Proposed Consolidation Plan:

The membership of the Board should be reduced to three certified public accountants and it should be placed under the jurisdiction of the proposed Department of Employment and Registration. Its members should be relieved of clerical details, which should be left to the Department, the Board members being free to devote themselves to examinations and to matters of policy. Members of the Board should be commissioned by the Director of the Department, subject to the Governor's approval but should be removed only by the action of the Governor.

---

## STATE BOARD OF UNDERTAKERS OF MARYLAND

Functions:

This Board was created in 1902 to examine applicants for licenses to practice undertaking in the state, with the exception of Calvert, St. Mary's, and Charles Counties, to issue licenses, and revoke them for just cause. Later court decisions and amendments to the law have restricted the activities of the Board to the control over undertakers located in Baltimore City only. There are, however, about 50 firms and individuals outside of the city who are voluntarily licensed.

The Board was authorized to establish a school of instruction in practical embalming and undertaking but has not seen fit to engage in this field.

Organization:

The Board consists of ten members, seven of whom must be experienced undertakers, five of them residents of Baltimore City and two residents in the counties. The Commissioner and the Assistant Commissioner of Health of Baltimore City and the Secretary of the State Board of Health are ex-officio members of the Board. A secretary is employed to keep the Board's records and issue licenses, receiving therefor \$400. per year.

Expenditures:

No appropriations are made to the Board by the state, its revenues being derived from examination fees, and license fees. Applicants are charged \$20. for examination and licensees pay \$5.00

annually for a renewal of their licenses.

The annual report of the Board for the period ending January 15, 1920, shows net receipts of \$1,707.50. The expenditures comprise \$1,429.89 for the salary of the secretary, office rent, printing and miscellaneous expenses. With the balance on hand from the previous year this left a net balance of \$1,750.61 on hand.

Comments and Suggestions:

Accurate records are kept of applicants for licenses and of licenses and permits issued. Financial statements are also kept and a detailed annual report made to the Governor. Regular examinations are held but once a year. An office is maintained which is little used except for Board meetings.

The Board of ten members is somewhat unwieldy and should be reduced in size. It is doubtful whether a Board of this kind would prove an effective administrative agency to supervise the operations of a school of embalming, in case the Board should ever have adequate funds to undertake such work. It would doubtless be better to establish such a school in connection with some educational institution.

Allocation under Proposed Consolidation Plan:

The Board should be placed within the proposed Department of Employment and Registration, and be relieved of administrative details, its members being concerned only with the holding of examinations and the formulation of policies. The size of the Board should be reduced to three members, which would provide a more effective working body. A separate office would not then be required for the Board.

---



## STATE VETERINARY MEDICAL BOARD

Functions:

This Board was created in 1894 to examine applicants for licenses to practice veterinary medicine and surgery in the state, to license successful applicants, to revoke the licenses of veterinaries found guilty of malpractice, and to prosecute violators of the law.

Organization:

The Board consists of five members appointed by the Governor for a term of four years. It has no employees and elects a president and secretary from among its members.

Expenditures:

The report of the Board for the year ending October 31, 1920, showed receipts of \$174. derived from license fees, with expenditures of \$92.89. Members of the Board residing in Baltimore receive \$10. for each meeting attended, and members from outside of Baltimore \$15.

Comments and Suggestions:

The Board does not maintain an office, using only the offices of its members as necessary. It holds one regular meeting per year at which applicants are examined. Usually several special meetings are held during the year. On an average of ten candidates are examined per year, the license fee being \$10. No charge is made for renewals and the law should be amended to limit the number of the command of the Board, no serious effort can be made to check up on the licensing of veterinaries throughout the state. This would of course be more easily possible

with a consolidation of the various examining boards under a central Department.

Allocation under Proposed Consolidation Plan:

The Board should be placed within the proposed Department of Employment and Registration, its members being relieved of administrative detail and called on as needed only in connection with examinations and the determination of matters of policy. Its membership should preferably be reduced to three, to be appointed by the Director of the Department subject to the approval of the Governor. Members should be removable only upon action by the Governor.

AGENCIES CONCERNED WITH INDEPENDENT AUDIT AND CONTROL

State Comptroller's Office  
State Auditor's Office

---

STATE COMPTROLLER'S OFFICE

Location: Annapolis and Baltimore  
Average Staff: 12  
Approximate Annual Expenditures: \$30,000  
Annual Salary Expenditures: \$24,000

Functions:

The Office of State Comptroller is established by the Constitution. It is provided that "the Comptroller shall have general superintendence of the fiscal affairs of the State". The Comptroller is designated as one of two officers constituting the Treasury Department, the other officer being the State Treasurer. The Comptroller is elected by the people.

The functions of the Office as set forth in the constitution and statutes include the following:

Preparing plans for the management of the revenue and for the support of the public credit.

Prescribing the formalities of transfers of state bonds; countersigning bonds, etc.

Controlling collections of licenses by means of specially prepared stationery.

Superintending and enforcing all tax and revenue collections.

Adjusting and settling with delinquent collectors and receivers of taxes and state revenue.

Directing State's Attornies to institute suit for the collection of public monies overdue and taking other steps for the collection of amounts overdue.

Preserving of all public accounts.

Reporting to the General Assembly with regard to all proceedings of the Treasury Department; reporting annually with regard to funds, revenues, and expenditures of the state.

Determining the forms of keeping and stating accounts.

Granting warrants on the State Treasury and countersigning all Treasurer's checks.

Obtaining financial statements from all public officers and others required to report.

Examining the books of the Treasurer and checking these by independent reports of bank balances.

Checking the work of the State Auditor.

Examining claims for refunds of sums paid into the State Treasury.

Seeing that banks comply with the law regarding the publishing of unclaimed dividends and deposits.

The responsibilities of the Comptroller with regard to estimates of revenue and expenditure are to be interpreted in the light of the recent amendment to the Constitution providing for a state budget. The preparation of plans with regard to revenue must be interpreted in relation to the advisory duties of the Tax Commission. The scope of the authority of the Comptroller is affected also by the acts assigning duties to the Board of Public Works.

In actual practice the Comptroller is in fact the chief accounting and financial officer of the state. The office of State Treasurer while coordinate in authority is more limited in function. The functions of the Office include nearly all those normally pertaining to the management of the financial affairs of a public body except as regards

functions of control pertaining to the executive. Owing to the fact that the Comptroller is not responsible to the executive it is illogical to expect him to exercise functions of the latter class. The extent to which the functions of the Comptroller's Office are limited by the decentralization of the financial system of the state is dealt with below.

#### Organization:

There are employed in the Comptroller's Office a Chief Clerk who gives only part time to the office, and 11 other employees.

#### Expenditures:

The total appropriation for the Office for the present fiscal year is \$30,340 of which \$24,340 is for salaries including that of the Comptroller. The larger items of expense are office supplies and printing.

#### Comments and Suggestions:

The Office is located in Annapolis, a small branch office for the Comptroller's use being maintained in the Governor's suite in Baltimore. The Annapolis rooms are large and conveniently fitted out.

The bookkeeping procedure of the Comptroller's Office revolves about the preparation of two documents, the first a receiving warrant and the second a pay warrant. For each payment to the State Treasury by a private individual or collector a receiving warrant is prepared and entered in the books. For each payment from the Treasury a pay warrant is prepared in addition to the check. The receiving warrant is signed by the Chief Clerk. The pay warrant is signed by the Budget Accountant, the Chief Clerk, and the Comptroller personally, the Comptroll-

er signing also the check. The methods of entering each such document are somewhat circuitous. The books themselves are largely of an old-fashioned type. Longhand entries and writing of forms is the rule.

The bookkeeping procedure is ill adapted to the needs of the state. In connection with present plans for centralized payments of vouchers coming from the Purchasing Agent a more expeditious procedure is urgent. In order to secure the information which the books of the state should give currently, sweeping changes are needed. The security of the present system can be maintained and re-enforced with the use of more modern methods.

It should be pointed out that at present the Comptroller's Office does not have nearly the volume of work that it should have. Deposits in the State Treasury are not made daily or at frequent intervals by collectors. Individual claims generally do not come to the Comptroller and Treasurer for payment. In adopting means for more exact revenue and expenditure control the absolute necessity for changes in central procedure will be apparent.

At present it may be said that the actual disbursement of public funds is not generally controlled by the Comptroller. He does not even keep accounts of a considerable part of the state revenue and expenditure. Much of the money which does now appear in his books is paid by him in lump sums to departments where the actual expenditures are made. The state financial system does not approach modern standards in regard to central supervision over the collection of many classes of income.

No criticism in this regard attaches to the management of the Comptroller's Office as it is now constituted. The present work

of the Comptroller's Office is done accurately and intelligently. The fault as is recognized by many officials, lies with the law of state under which the financial administration of the government is not properly unified or centralized.

The opportunities for effecting economies in the present operation of the Comptroller's Office should not be regarded as the important problem. On the other hand the scope and effectiveness of the work, which the system permits the Comptroller to do, may well be ranked as one of the most pressing questions before the state administration. It may be noted, however, that the introduction of a revised procedure should be attended by improvements in system and use of less expensive stationery tending to offset the apparent increase in cost arising from a greater centralization of accounting work.

#### Allocation under Proposed Consolidation Plan:

The Comptroller's Office should be made the nucleus of the proposed Office of the State Comptroller. The Comptroller should act as the head of the Office and should be elected by the Legislature rather than by the people. The functions of the State Auditor should also be absorbed by the proposed Office of the State Comptroller.

The subject of financial administration is considered in full in Part III of this report. It is recommended therein that steps be taken to give to the Comptroller's Office all functions properly pertaining to an independent accounting and controlling (including auditing) office. The changes affecting the Comptroller's Office involved in putting into effect these recommendations are principally two; first, the placing of strict limits upon funds allowed to be held by departmental officers - either collections or funds to be expended - and thus securing the cen-

tralization of the actual treasury function of money control, and, second, the development of the independent control or audit function of the Comptroller's Office, in order that this Office may exercise a strong influence over the financial management of all branches of the state administration. The latter change is possible only as a result of the former.

As set forth in Part III changes should also be made in the central accounting system to permit the new organization to function effectively.

---

#### STATE AUDITOR'S OFFICE

Location: Baltimore  
 Average Staff: 5  
 Approximate Annual Expenditures: \$14,000  
 Annual Salary Expenditures: \$12,000

#### Functions:

The office of State Auditor was created by the Acts of the Assembly of 1904. It is the function of this officer to make an annual examination of the books, accounts, and reports of all clerks of courts, registers of wills, sheriffs, state attorneys, collectors of state taxes, and all institutions receiving state aid; to examine the books and accounts of the State Tobacco Warehouse and other state offices, departments, boards, commissions or institutions as directed by the Board of Public



works; to render an annual report to the Governor containing suggestions as to necessary changes in the manner of keeping accounts and records with the object of having a uniform system of accounts installed; to report all violations of the law and in the method of keeping the books and accounts of organizations examined by him to the Board of Public Works; and to make suggestions as to amendments of the laws to protect the interests of the state.

The Comptroller is also authorized to call upon the State Auditor to investigate, check, and audit claims, vouchers, and statements of expenditures claimed to have been made by any officer, department, board, commission, or institution.

#### Organization:

The Auditor is appointed by the Board of Public Works. The staff is composed of the State Auditor, two deputies, a stenographer, and temporary assistants.

#### Expenditures:

Out of the total appropriation of \$14,000, \$12,000 is expended for salaries and \$1,475 is provided for traveling expenses. The State Auditor receives a salary of \$2,500 for part-time services and his two deputies \$2,300 and \$2,000 respectively.

#### Comments and Suggestions:

The number of audits made by the State Auditor, because of the lack of funds, does not fully meet the requirements of the law. Many offices of the state government, furthermore, are not specifically mentioned in the act defining the scope of the State Auditor's work. The so-

counts and records of these offices have therefore, with relatively few exceptions, never been audited. But even excluding these agencies, it is still necessary for the auditor and his assistants to make an annual audit covering approximately 100 state collectors of taxes and other state organizations. To handle this work he is provided for the current year with only two deputies and but \$4,700 for assistants, which amount would probably not be adequate to employ more than three fairly good auditors.

It is recommended that all auditors of the state employed regularly and paid by salary be placed under the merit system and be selected according to their qualifications and abilities as determined in the usual manner.

The assistants provided for in the budget are obtained from the State Auditor's own organization, the State Auditor conducting a public accounting practice in addition to his state duties. These assistants are paid for state work at the regular salaries that the State Auditor pays them for other work.

The offices are located in the Union Trust Building and comprise two medium sized rooms. The rental of this office is paid from the \$10,000 appropriated for the payment of rent in the City of Baltimore by the Board of Public Works. The State Auditor's private office adjoins the state's offices and since the two businesses are operated in the same suite the space is used more or less by both organizations. The State Auditor formerly had his offices in the Equitable Building and moved to his present location at the order of the former Governor. He states that he would prefer to conduct his own business in another location.

The State Auditor maintains a file, in the form of a weekly memorandum, which calls to his attention the audits that are to be made.

A correspondence file and a work file for every organization for which an audit has ever been made are maintained, the latter, of course, showing the date when the last audit was made. The files and records appear to be in good shape and easily accessible. The State Auditor assigns his deputies to the various audits and sends with them the necessary assistants. Deputies and assistants report to him and he verifies their work. At the end of every two years he compiles a report of work undertaken including his recommendations as to improvements and changes in accounting systems in the various state organizations.

#### Allocation under Proposed Consolidation Plan:

The office of State Auditor, in its present form should be abolished, its functions being merged into those of the proposed office of the State Comptroller.

In Part III the problem of audit is considered at some length. It is recommended that the Comptroller's Office be recognized as the independent accounting and auditing office, the character of the functions of the office being determined by the desirability of having an important official who is not responsible solely to the Governor to act as an auditor and advisor. The functions of the present State Auditor clearly pertain to the work of such an independent office.

In Part III emphasis is laid upon the desirability of greater centralization in financial management, beginning with the centralization of treasury functions of cash control. With the elimination of cash balances held by offices of the state and closer current control over revenue collections and disbursements, the character of the work of auditing will be greatly changed and simplified. In addition the

position of the independent auditing and advisory officer will be strengthened and his influence over financial affairs can be extended.

MISCELLANEOUS AGENCIES

State Geological and Economic Survey  
Liquor License Commissioners  
Inspectors of Hay and Straw  
Weigher of Tomatoes  
Measurer of Woodcarts  
War Records Commission

---

STATE GEOLOGICAL AND ECONOMIC SURVEY

Location: Baltimore  
Average Staff: 12  
Approximate Annual Expenditures: \$19,000  
Annual Salary Expenditures: \$9,200

History and General Functions:

The State Geological and Economic Survey was created by the Acts of 1898, to consist of the Governor, the Comptroller, the President of Johns Hopkins University, and the President of the Maryland Agricultural College, to serve without pay.

The Survey has for its objects the examination of the geological formations of the state, the examination and classification of the soils, the examination of the physical features of the state, the preparation of geological and economic maps and special reports, and the compilation of scientific and economic data.

In 1898 the Survey began to study the question of improved roads and continued its activities until 1908, at which time recognition of its activities along this line was made by the Legislature through the creation of the State Roads Commission, two members of which were to be

MISCELLANEOUS AGENCIES

State Geological and Economic Survey  
Liquor License Commissioners  
Inspectors of Hay and Straw  
Weigher of Tomatoes  
Measurer of Woodcarts  
War Records Commission

---

STATE GEOLOGICAL AND ECONOMIC SURVEY

Location: Baltimore  
Average Staff: 12  
Approximate Annual Expenditures: \$19,000  
Annual Salary Expenditures: \$9,200

History and General Functions:

The State Geological and Economic Survey was created by the Acts of 1896, to consist of the Governor, the Comptroller, the President of Johns Hopkins University, and the President of the Maryland Agricultural College, to serve without pay.

The Survey has for its objects the examination of the geological formations of the state, the examination and classification of the soils, the examination of the physical features of the state, the preparation of geological and economic maps and special reports, and the compilation of scientific and economic data.

In 1898 the Survey began to study the question of improved roads and continued its activities until 1908, at which time recognition of its activities along this line was made by the Legislature through the creation of the State Roads Commission, two members of which were to be

officers or employees of the State Geological and Economic Survey. Other special activities, such as the Forestry service which was developed by the Survey in its early days, have since been turned over to other agencies. There is still a close relationship between the Survey and the State Weather Service, the latter of which is practically a part of the Federal Weather Bureau.

#### Organization:

The work is carried on in conjunction with the geological work of the Johns Hopkins University, the state geologist being professor of geology and the geologists and assistants being instructors and research students at the institution. About eleven geologists and engineering aids are employed annually, together with a clerk who handles the correspondence and maintains the accounts of the Survey.

#### Expenditures:

In addition to the state appropriation of \$18,672 for 1921, the Survey has an income of approximately \$800 per year from the sale of maps and reports. The Legislature appropriated \$6,500 for eleven geologists and engineers on a per diem basis, and \$1,000 for untrained assistants on a weekly basis, together with \$1,712 for clerical help.

#### Comments and Suggestions:

Assignments of work are made by the State Geologist to technical assistants who work either singly or in groups. Reports and maps prepared by the staff as a result of surveys they have conducted are then printed for distribution. Daily or weekly reports of work per-

formed are not made, neither are other records kept of the time spent on various assignments. Each employe on a per diem basis charges the time which he devotes to the work, submitting a monthly statement to the State Geologist. The latter judges the amount due by the amount of work turned out, and if he is satisfied, approves the vouchers and presents them to the State Comptroller for payment. A better method of checking and distributing the time spent on the various studies by members of the staff should be adopted. At the present time the State Geologist is unable to make an accurate check of the actual time spent, and while there is every reason to believe that past appropriations have been expended in such a way as to give the highest return possible, it is conceivable that under a different management, an opportunity for leakage might result. It is perfectly feasible to use a simple report form indicating the amount and distribution of time spent by the various members of the staff.

#### Allocation under Proposed Consolidation Plans:

The Survey is at present almost an integral part of Johns Hopkins University. The present arrangement has worked satisfactorily and should be continued, except that the President of the University should be given greater supervision over the activities of the Survey. He should be held strictly accountable for the economical expenditure of the appropriation made to the University for the Survey work and for the results of its research. Adequate responsibility and supervision cannot be exercised under the present type of organization, because the Governor, the Comptroller, and the President of the University of Maryland cannot be expected to devote any considerable portion of their



time to the administration of the Geological Survey. If the responsibility for the work of the Survey and its administration were definitely placed upon Johns Hopkins University, where it practically rests at the present time, there would be no necessity for the Board provided by law at present.

---

#### LIQUOR LICENSE COMMISSIONERS

Location: Baltimore  
 Average Staff: 2  
 Approximate Annual Expenditures: \$9,300  
 Annual Salary Expenditures: \$5,000

#### Functions:

The appointment of three liquor license commissioners by the Governor, who were to license liquor dealers in Baltimore City, was provided by the General Assembly in 1898. Before the enactment of the 18th amendment to the Federal Constitution the commissioners licensed all individuals and establishments dealing in intoxicating liquors. Its duties are at present confined to licensing wholesale dealers in Baltimore.

#### Organization:

Although three commissioners are provided by law, two are adequate to handle the work and the Governor has not made a third appointment. At present the two commissioners are handling their own

office work. The City of Baltimore furnishes them with necessary office space, furniture, and equipment.

Expenditures:

The City of Baltimore, which bears all the expenses of the commissioners, appropriated \$9,300 for the present year of which \$5,000 is expended for the salaries of the two commissioners.

Comments and Suggestions:

The Court of Appeals has ruled that the state has the authority to collect the state tax of \$1,100 per year in spite of the Federal prohibition law. There are about forty wholesale liquor dealers in Baltimore and the commissioners will therefore collect about \$44,000 in revenues. Of this amount three-fourths goes to the city and one-fourth to the state. The state tax is transmitted to the State Treasurer by the Clerk of the Court who receives the license fees.

The Commissioners keep a record of licenses issued both by premises and alphabetically by the individual or corporations concerned. All disbursements are made by the City Treasurer and there is no need for any accounting records. The commissioners do not issue the license certificate but send a certificate of approval to the Clerk of the Court of Common Pleas who issues it.

Allocation under Proposed Consolidation Plan:

The office of Liquor License Commissioners should be abolished as a state agency and its functions turned over to the Collector of Water Rents and Licenses for Baltimore City. Very little work is

involved in the licensing of the forty remaining wholesale liquor dealers in the city, and it will be a simple matter for these licenses to be issued by the municipal license office, at considerably less expense. Aside from the fact that the Commissioners are appointed by the Governor, the state now has little connection with the office, and receives only one-fourth of the revenues it collects.

---

#### INSPECTORS OF HAY AND STRAW

##### History and General Functions:

Statutes passed in 1864 and 1867 provided for the appointment by the Governor of four Inspectors of Hay and Straw who as requested were to weigh hay, straw, and other commodities upon the state scales in Baltimore City. The Inspectors were also expected to weigh hemp, anchors, cattle, sheep and other material when requested. They were authorized to charge 1¢ for every 100 pounds of farm produce weighed and 2¢ for hemp and other material. The law requires the Inspectors to account quarterly to the State Treasurer and permits them to retain three-fourths of the fees they receive.

##### Organization:

Although four Inspectors were provided by law, there are only three state-owned scales in Baltimore City, and for some time past

there have been only two acting Inspectors. One is located at the Eastern hay scales and the other at the Northwestern hay scales. Neither maintains an office nor devotes more than a small portion of his time to the inspectional work.

#### Expenditures:

No expenses of any consequence are involved in the work of the Inspectors who never receive more than \$25. apiece per month, the monthly average of their receipts being about \$15.

#### Comments and suggestions:

Many years ago there was undoubtedly a need for these Inspectors. For years past, however, they have weighed nothing but hay and straw. At one time it was possible for them to make as much as \$1,500 per year. At the present time there are numerous private scales about the city where farmers can have their produce weighed, such as those owned by the Chamber of Commerce, the various railroads, and by commission merchants. Produce is weighed at all of these places cheaper than at the state scales, and at most of them the weighing is performed free. At the present time but a very small proportion of the hay and straw coming into the city is weighed on the state scales.

#### Disposition under Proposed Consolidation Plan:

These offices should be abolished. The Baltimore City Inspector of Weights and Measures should be authorized to make adequate inspections of privately owned scales used in weighing hay and straw, if this is not already done, in order that the interests of the farmer in

selling produce of this kind may be safeguarded. The scales belonging to the state should be turned over to the Municipal Bureau of Weights and Measures.

If subsequent demand is made from other sections of the state for service of this kind, the Bureau of Weights and Measures, which has been suggested as a possibility in connection with the expansion of the proposed Department of Trade and Commerce, should be entrusted with this function.

---

#### WEIGHER OF TOMATOES

##### Functions:

The office of Weigher of Tomatoes was created by the Legislature in 1910. It is the duty of this official, who is appointed biennially by the Governor, to weigh tomatoes and other vegetables sold in wagon load lots at the Centre Market in Baltimore City, thus protecting the interests of the farmers.

The office has been vacant for several years because of the failure of appointees to qualify, largely as a result of the small salary of \$1,000 per year. The law provides that ten cents shall be charged for every wagon load of produce weighed, but the small volume of business to be handled has made it impossible for the weigher to earn his maximum salary provided by law. No appropriation is made and no office maintained.

The work of the office was discussed with a number of commission merchants and farmers and it became apparent that the office is practically unnecessary because most of the farmers carry their produce directly to the large packing plants, where it is weighed by the packers. The farmers claim that little protection is afforded them when their produce is weighed at the canning factories. However, this condition suggests that the Baltimore Inspector of Weights and Measures should take steps to see that the packers' scales are inspected and that the farmers' interests are protected.

Disposition under Proposed Consolidation Plan:

The function of this office should be turned over to Baltimore City, to be undertaken as a part of the work of the Inspector of Weights and Measures, provided that the Inspector after a careful investigation deems it necessary to continue this service. Under such an arrangement municipal inspectors could easily handle the work during the summer and adequate supervision would result. If state-wide service of this kind is desired later, provision can be made for it within the proposed Department of Trade and Commerce.

---

## MEASURER OF WOODCARTS

### History and General Functions:

The office of Measurer of Woodcarts was established at the close of the Civil War to guarantee that citizens of Baltimore would receive the proper weight when they purchased cord wood. The office has been practically extinct for several years because of the failure of the appointees to qualify. The Measurer is required under the law to examine woodcarts and wood frames and certify to their correct dimensions.

### Organization:

The Governor is required to appoint a Measurer of Woodcarts for a two-year term. The position has never been of enough consequence to warrant the establishment of a business office.

### Expenditures:

No appropriations have ever been made to this office, the law providing that annual fees be charged for the inspection of woodcarts. At one time the Measurer was authorized to weigh all cord wood brought to the city in carload lots and the revenues of the office were said to have amounted to about \$1,500 or \$2,000.

### Allocation under Proposed Consolidation Plan:

The office should be abolished, its functions, if it be deemed advisable to continue them, being turned over to the Inspector of Weights and Measures of Baltimore City.

---

## WAR RECORDS COMMISSION

Location: Baltimore  
Average Staff: 7  
Approximate Annual Expenditures: \$15,000  
Annual Salary Expenditures: \$8,500

Functions:

The War Records Commission was created by the last General Assembly as an outgrowth of the Maryland Council of Defense, for the purpose of compiling records of Maryland's veterans in the World War.

Organization:

The Commission consists of five members appointed for an indefinite period by the Governor and serves without compensation. A treasurer is selected from among the members of the Commission. A secretary is employed to direct the work of the Commission and is assisted by six clerks and investigators engaged in obtaining and filing data concerning Maryland's part in the War. Sectional committees have been created in various sections of the state and will employ special help, if necessary.

Expenditures:

The Legislature appropriated \$15,000 for 1921 and a similar sum for 1922, of which about \$10,000 will be expended each year for personal services.

Comments and Suggestions:

The primary record of Marylanders in the war is received from the Adjutant-General of the Army through the Adjutant-General of the



state, the latter making notations of the official status of these persons. Questionnaires are then sent to persons whose names have been received from the Adjutant-General and additional information requested. A filing system based on names, units, and localities has been installed, but its final plan depends largely upon the form in which it may be decided to issue the final report of the Commission.

Quarters have been furnished the Commission by the Maryland Historical Society for a nominal sum and are ample for its purposes.

Although the Commission has not as yet begun to function fully, some duplication of effort appears possible between the work of the Commission and that done by the Adjutant-General's office. The simplest possible coordinated plan should be adopted, each organization making use in so far as possible of the work done by the other.

Allocation under Proposed Consolidation Plan:

The Commission should be discontinued as soon as its report is made, its records being turned over to the Department of Militia or, better to the state's archives in the proposed Bureau of Land Office and Archives.